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Baltimore Heritage Area - National Heritage Area Feasibility Study

September 5, 2006

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How to Read This Document

Items are shown with a corresponding **Step number** for the feasibility study steps required by NPS. These can be removed before the final revision, but are there now for the information of interim readers:

1. Defining the Study Area
2. Public Involvement Strategy
3. Determination of Region's Contribution to the National Heritage and Development of Potential Themes
4. Natural and Cultural Resources Inventories, Integrity Determinations, and Affected Environment Data
5. Management Alternatives and Preliminary Assessment of Impacts
6. Boundary Delineations
7. Heritage Area Administration and Financial Feasibility
8. Evaluation of Public Support/Commitments

Some text is highlighted to identify its purpose:

- Reference to future insertion of map, photo, etc.
- Sidebar- graphic callout of highlighted information will be inserted into final document

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Document Cover

Baltimore Heritage Area - National Heritage Area Feasibility Study (*Feasibility Study*)

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Letter of Transmittal

This will be written following preliminary approval of the draft NHA Feasibility Study as submitted to the client.

- Audience = Congress & NPS
- Writer/Signature = Whole Baltimore area delegation, much like recent letter to Mary Bomar
- Short history of heritage area and its movement toward NHA designation, emphasizing positive response of public and partners in Baltimore and broad support the BHA enjoys.
- Brief “why care” comments, including making a case for Baltimore’s historical significance and how it fits into the NE division’s / national NPS offerings.
- What we want from our readers—support for designation, in form of passing legislation.

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Executive Summary

This will be written following preliminary approval of the draft NHA Feasibility Study as submitted to the client.

- BHA as MD heritage area; acknowledge BCHA name but NHA will be BHA.
- Why Baltimore has been judged to be nationally distinctive: based on interpretive framework — sampling of key facts pointing to historical significance of the city coupled with its intact resources. Reference Fort McHenry's unique role, size, and location in the city. **(Step 3)**
- Why proposed NHA: to alert and welcome Americans to this historic and important place to learn the stories related to how our American identity came to be and to heighten appreciation for the history and resources of Baltimore.
- Overview of study elements and key points/directions.
- Statement that interim criteria for NHA designation have been met: make statement with some broad support then refer to Chapter where criteria are listed with case for Baltimore under each.

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Chapter 1 - Introduction

In 2001, the Maryland Heritage Areas Authority (MHAA) welcomed the Baltimore Heritage Area (BHA) into the state's heritage area program by granting it designation. Maryland's heritage areas program has been a pioneer and leader in state heritage areas initiatives and was a 2006 Preserve America Presidential Award winner. Acceptance into the Maryland heritage areas program requires extensive public participation and preparation of a detailed management plan whose criteria generally follows those of the National Park Service (NPS) for national designation; for a complete criteria list, see Appendix A. In designating BHA, MHAA acknowledged the wide support the heritage area enjoys among the people of Baltimore and the wide range of stakeholders actively engaged in heritage area programming.

Since MHAA certification, BHA has continued to build strong partnerships and achieve results. The forty person Board of Directors includes leaders from the city's major heritage, cultural, and tourism organizations, including Fort McHenry National Monument and Historic Shrine, Mount Vernon Cultural District, the Greater Baltimore Committee, B&O Railroad Museum, Baltimore Area Convention and Visitors Association, and the National Historic Seaport of Baltimore (for a complete list of the Board of Directors, see Appendix D). By 2005, BHA leaders had succeeded in implementing much of the plan, including completing several ambitious partnership projects:

- Development of the Star-Spangled Trails, including Heritage Walk and Cultural Walk guided tours around the city. These consist of printed guides, online information, bronze sidewalk markers for wayfinding, and a state-of-the-art trailhead facility at the Inner Harbor Visitor Center.
- Design and installation of pedestrian wayfinding signage around the city, including in the Mt. Vernon Cultural District and Fells Point neighborhood.
- Creation of the Authentic Baltimore program, which promotes museums, sites, services, and other offerings that meet standards for authenticity and quality. To date, about 70 organizations have been awarded Authentic Baltimore status.
- Management of Teaching American History teachers' institutes that utilize Baltimore's key historic resources.
- Creation of the *Road Wars* film, a documentary about the successful 18-year resistance of preservationists; city, state, and Congressional leaders; and other Baltimoreans to a 1960 plan to pave the Inner Harbor for an east-west highway.

In 2006, BHA undertook a management plan update to direct the organization's focus for the next five to ten years. BHA leaders, as well as the NPS, have participated actively in expanding the educational and interpretive reach of Fort McHenry, in raising funds for a new visitor center at the Fort, and in planning the national observance of the bicentennial of the War of 1812 and the Battle of Baltimore, which will begin in five years. Such collaborations confirmed the mutual benefit to both BHA and the NPS that a more formalized relationship could offer, most effectively gained via national designation of the heritage area. In 2003, BHA hosted a delegation from NPS's Northeast Regional Office, who toured the heritage area and its extensive historical and cultural resources and saw firsthand the interpretive programming made possible through the efforts of BHA. NPS leaders have subsequently been supportive of Baltimore's pursuit of NHA designation. As a first step, the city government, three foundations, and NPS have provided the funding for a feasibility study to articulate the case for Baltimore.

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The leadership of Baltimore's heritage, cultural, and tourism organizations have also endorsed and promoted the NHA effort. Through the labors of these partners and the city, a significant portion of BHA retains its historic fabric, which, with its nationally important history, makes it an ideal candidate for NHA designation. The protections provided by the city's Commission for Historical and Architectural Preservation; the federal, state, and city tax credit programs for rehabilitation; and Baltimore's progressive business and government leadership have all secured the historic integrity of the central city and its surrounding neighborhoods. The flexibility of the city's historic structures—rowhouses, industrial complexes, and commercial and institutional buildings—has enabled their adaptive use to fill contemporary needs.

National Heritage Areas in Brief

The first national heritage area was designated in 1984—the Illinois & Michigan Canal National Heritage Corridor began a new and still-expanding approach to heritage tourism and conservation/preservation by the National Park Service. National heritage areas are “places designated by Congress where the natural, cultural, historic, and scenic resources are considered uniquely representative of the American experience.”¹ They are often defined by shared historic or cultural themes or a shared geography and cohesive landscape. The creation of heritage areas recognizes the link between heritage and cultural resource conservation and economic development, focusing on appropriately scaled tourism development in conjunction with protections for key resources.

Heritage areas provide a coherent structure through which a region can be interpreted, preserved, and managed. They neither require nor create regulatory layers on private property. At the same time, designation as a national heritage area is an honor and inspires greater pride in a region's heritage, which can be a vehicle for fostering increased support for the stewardship of important historic, cultural, and natural resources.

National heritage areas, while designated by Congress, are most often the outgrowth of local initiative and grassroots support for their creation. Supporters at the local and state level bring a proposed heritage area to the attention of legislators and advocate for its passage while working with the NPS to ensure that the region meets the designation criteria. After designation, an identified management entity coordinates the creation of a management plan, collaborative regional initiatives, and partnerships with the NPS on implementation. The NPS provides technical assistance for planning and conservation issues, as well as matching support for administration and project implementation. The management entity is ideally a strong partner to NPS and a conduit for NPS involvement. Thus, a heritage area has the power to connect often fragmented localities in a common cause and to help foster a meaningful, regional identity. A nationally designated heritage area also represents a significant opportunity for NPS to extend its mission at modest cost.

Study Purpose & Approach

The purpose of the *Feasibility Study* is to determine whether the region currently designated as Baltimore Heritage Area by the Maryland Heritage Areas Authority meets NPS criteria for designation as a national heritage area and if so, to articulate the case for Baltimore Heritage Area achieving such status.

The creation of new or expanded units of the NPS in Baltimore is unlikely at present due to serious budget and operating constraints in the National Park Service. NHA designation could provide support for activities Baltimore needs to protect, develop and interpret natural and cultural heritage resources associated with nationally significant events or movements. It could assist Baltimore in preparing for the upcoming bicentennial of the War of 1812, the Battle of Baltimore, and the writing of the Star-Spangled

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Banner. Perhaps most important, national designation would raise the profile of Baltimore as the major historical resource that it is.

NPS Criteria for Designation²

1. *The area has an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities;*
2. *The area reflects traditions, customs, beliefs, and folk life that are a valuable part of the national story;*
3. *The area provides outstanding opportunities to conserve natural, cultural, historic, and/ or scenic features;*
4. *The area provides outstanding recreational and educational opportunities;*
5. *Resources that are important to the identified theme or themes of the area retain a degree of integrity capable of supporting interpretation;*
6. *Residents, business interests, non-profit organizations, and governments within the proposed area that are involved in the planning, have developed a conceptual financial plan that outlines the roles for all participants including the federal government, and have demonstrated support for designation of the area;*
7. *The proposed management entity and units of government supporting the designation are willing to commit to working in partnership to develop the heritage area;*
8. *The proposal is consistent with continued economic activity in the area;*
9. *A conceptual boundary map is supported by the public; and*
10. *The management entity proposed to plan and implement the project is described.*

This *Feasibility Study* applies NPS criteria to Baltimore, summarizes the geography of the study area and its historical, cultural, recreational, and natural resources and presents a fresh interpretive framework for understanding the national importance of Baltimore in shaping a truly American identity. The *Feasibility Study* also describes management alternatives and assesses the impact of the proposed options.

Four critical steps are necessary before Congressional designation of a potential heritage area takes place. The *Feasibility Study* process followed these steps:³

1. *Completion of a suitability/feasibility study;*
2. *Public involvement in the suitability/feasibility study;*
3. *Demonstration of widespread public support among heritage area residents for the proposed designation; and*

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4. *Commitment to the proposal from key constituents, which may include governments, industry, and private, non-profit organizations, in addition to area residents.*

Description of the Study Area

(Step 1) (Step 6)

Baltimore is the largest city on the Chesapeake Bay, the nation's largest estuary. The Bay's watershed covers 64,000 miles and six states, and its drainage basin includes 150 major rivers and 15 million people. The importance of this natural and cultural resource has been increasingly recognized along the East Coast; it was the first in the United States to be targeted for restoration through a partnership involving federal agencies and six states. The National Park Service coordinates the Chesapeake Bay Gateways Network, an initiative to raise public consciousness of the connections between human occupation and actions and the health of the Bay's natural systems. The Network is a "system of over 120 parks, refuges, museums, historic communities and water trails in the Bay watershed" that is actively interpreting the heritage of the Bay.⁴ Many other organizations are also working to improve water quality, protect wildlife, mitigate human impacts, and interpret the importance of the Chesapeake all over its watershed.

The heritage area boundaries, shown on **Map X**, encompass **X square miles** within the city of Baltimore. Although the study area is primarily urban, Baltimore's location on an ecologically rich coast translates into varied and plentiful natural and recreational features. Given its location within the bay's watershed, Baltimore has many river and stream valleys, a number of which are incorporated into the city's park system. One can experience an urban wilderness, open meadows, peaceful harbors, active streams, wetlands and waterfalls in many of the city's parks and waterways.

This rich ecosystem was a major factor in Baltimore's economic and physical growth, made up of diverse neighborhoods and commercial areas that include the Inner Harbor, Canton, Fells Point, Little Italy, Druid Heights, Upton, Pennsylvania Avenue, Greektown, Hampden, Mt. Washington, and many others. The heritage area includes many nationally significant cultural resources and historic sites that span important religious and civic institutions, early immigrant neighborhoods, maritime heritage sites, War of 1812 resources, and more. Today, the city is a diverse and impressive mix of historic and modern architectural styles and structures laid out on a traditional street pattern. "Baltimore Town," as the city was originally named, was created in 1729 by the colonial Maryland Assembly, and despite major damage and loss in a terrible fire in 1904, the city's extensive stock of 19th century and earlier historic structures gives the city its contemporary presence and strong sense of place. Within the BHA are more than 48,000 properties on the National Register of Historic Places: see Appendix B - Designated Historic Districts and Sites for a list. The city's historic buildings cover a wide array of types and styles, with the ubiquitous row house, some grand and some modest, found in almost every neighborhood. Row houses have been the basic building block of residential Baltimore for more than two centuries.

More detailed information on the city's natural, historical, and cultural resources can be found in Chapter 4 - Baltimore Heritage Area in Context.

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Chapter 2 - Involvement & Outreach

(Step 2) (Step 8)

The management plan that led to BHA's designation as a state-certified heritage area in 2002 grew from an extensive civic engagement and public involvement process that has been sustained during implementation by the convening and management organization for BHA. Since virtually all of BHA's programs and activities are collaboratively designed and implemented, engagement and public involvement has also been sustained throughout. A major role of BHA is to engage the many organizations that manage cultural, historical, and natural sites and resources and with them to develop and implement initiatives that then engage thousands of Baltimoreans as well as visitors.

In addition to building from the outreach undertaken as part of the state's heritage area designation, the *Feasibility Study* process also included components for public involvement. In accordance with *Director's Order 75A: Civic Engagement and Public Involvement (DO 75A)*, which describes five standards for achieving successful public involvement. These standards have guided the public engagement approach for the BHA feasibility study. They are:

Use Appropriate Methods

NPS acknowledges that the nature of the planning process is an important factor in determining an approach for input. Unlike an NPS unit plan, where the agency itself is ultimately responsible for implementation, a national heritage area's success depends on building and sustaining effective partnerships, for implementation is shared by the heritage area management entity, NPS sites, and various partners in the public and private sectors. Thus, the outreach around a feasibility study involving an established heritage area must resonate with the many partner groups and organizations that are connected to the heritage area's work. Extensive groundwork in public outreach was laid in Baltimore over the past 5 years as the original management plan was prepared and then implemented. Thus, the better match for the NHA feasibility stage is a strategy that is more "grasstops" than grassroots.

In addition, the final products for the NHA feasibility study include a public summary document. While a feasibility study typically has as its primary audience the NPS and Congress, there is value to sharing the findings of the study with a broader, more local audience of stakeholders and potential supporters. The public summary will use a non-technical style suitable for a broader audience.

Balance the Contributions of Many

DO 75A emphasizes the importance of listening to all interests. In addition to the outreach described in the rest of this chapter, the feasibility study process included interviews with many heritage leaders, civic and business groups, and elected officials, as well as a broad public meeting.

Oversight for the feasibility study was provided by the broadly comprised BHA Board, with representatives from 40 different organizations in the Baltimore region, many of whom are themselves umbrella organizations that represent additional groups. The board's Planning Committee is comprised of BHA Board Members, as well as additional local, state, and federal representatives. For a complete list of both bodies, see Appendix D. The interactive feasibility study process incorporated four Planning Committee work sessions and three full Board meetings to date to gather feedback from these groups, including two joint meetings of the Planning Committee and Board. At least one additional joint meeting of the Planning Committee and the Board will occur before the feasibility study is complete.

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In the early stages of the feasibility study, representatives of Baltimore's various heritage and cultural organizations were interviewed and field visits were made to many arts and cultural organizations and history museums. Thus, the planning team interacted with community revitalization organizations, education/youth focused programs, and many others, spanning private businesses, nonprofit organizations, and several public agencies. Each of these interviews offered important insights while the whole of the interview process provided a balanced picture of Baltimore's heritage and cultural tourism climate.

In addition, the process of creating the interpretive approach described in Chapter 3 included three work sessions with a cross-section of the diverse community of historians in Baltimore to ensure that identification of national heritage themes included the most current research and scholarly perspectives.

In November 2006 the BHA held a widely promoted public meeting around the draft feasibility study.

Build Enduring Relationships

The extensive collaboration that gained state heritage area status for BHA—which involved leaders of organizations like the Living Classrooms Foundation, the Mount Vernon Cultural District, Charles Street Renaissance Corporation, Pennsylvania Avenue Redevelopment Collaborative, Baltimore African American Tourism Council, Downtown Partnership of Baltimore, and the Baltimore Development Corporation, among others—has deepened through the many collaborations required to implement the management plan. Most of these organizations view BHA as an extension of their own missions. Staffing for BHA's management entity is provided in the Mayor's Office, which has significantly facilitated BHA's effectiveness as convener and connector of agencies and organizations that make up Baltimore's cultural and heritage efforts.

The core program activities of BHA, including its grants, the Authentic Baltimore program, Star-Spangled Trails, and staffing the Greater Baltimore History Alliance, keep BHA in continuous communication and working toward common goals with a broad spectrum of cultural heritage organizations, businesses, and city, state and federal government agencies.

From its inception, BHA has benefited from the active participation of NPS through Fort McHenry National Historic Site. The NHA feasibility process added representation from NPS's Northeast Region through communications efforts, field tours, and participation in the Planning Committee.

Build Understanding and Ownership

Results bring credibility and support. Because in its five years of effort BHA has successfully aided in programming, marketing, preservation, and product development activities with many partner organizations around the city, there is strong support for the existing heritage area and much enthusiasm for gaining standing as a national heritage area. This is evidenced in part by the level of funding provided locally for the *Feasibility Study*—the vast majority came from local funding sources.

The planning process also included a stakeholder forum in which the planning team invited commitments from representatives of a broad range of stakeholder organizations, including the Greater Baltimore Cultural Alliance, the city's Main Streets program, the public school system, history and historic preservation organizations, and others. The meeting focused on the direction suggested by the planning process and engaged participants in defining roles for their own organizations within the activities of the existing MHAA-designation heritage area and in a potential future NHA.

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Share Information Openly

The BHA process is a model of collaborative planning and implementation. Interaction between BHA and the city's many heritage, cultural, community development, educational, business and civic organizations has included two avenues for sharing draft materials:

- Distributing draft materials for comment by a broad range of groups and individuals including any who express interest in this review process
- Posting draft planning documents on the heritage area website and inviting feedback.

With a growing reputation for results, the BHA enjoys strong support from its partners throughout the Baltimore area, including its National Park Service site, Fort McHenry, and many park and recreation, arts, cultural, and heritage organizations.

Coordination with Other Efforts

There are more than 200 historical and cultural organizations in Baltimore. As a convening organization, BHA is connected to and involved in the work of most of them. The outreach and coordination functions of the heritage area keep it relevant to its region and its partners. This helps the region to achieve more from its collaborative efforts, and it ensures the heritage area enjoys strong and broad support. The climate for partnership in Baltimore is excellent, with the planning process for the *Feasibility Study* evidencing outstanding and wholehearted participation by various representatives of heritage area partners. Thus far, these traits have proven the heritage area and its collaborators can accomplish great things and leverage efforts effectively. Highlights of major programs or projects that are underway or emerging include the following:

Chesapeake Bay Gateways Network (CBGN)

Managed by the National Park Service, the mission of the CBGN, a system of parks, refuges, museums, historic communities, and trails in the Bay watershed, is to raise awareness of all who live in or visit the watershed to understand the fragile resources and the impact of their individual actions on the health of the ecosystem. The network includes four states and the District of Columbia and covers 64,000 square miles. Gateways can take on many forms, but all have access to a Bay-related resource (natural, recreational, historical, or cultural). Of the 150 Gateways, twelve are in Baltimore, and all are located within the heritage area boundary. The CBGN is a potential funding source for some heritage area activities, and the heritage area can support the CBGN by promoting the program and its environmental ethic.

Fort McHenry National Monument & Historic Shrine

Visitation to Fort McHenry is steadily rising and is expected to increase, including a significant jump as attention turns to the Bicentennial of the War of 1812 and the Star Spangled Banner. The current visitor center was built in the 1960s and was designed for 200,000 visitors. Today, the site receives 630,000 visitors a year, meaning many people are unable to see the orientation film due to capacity issues. Recent planning initiatives at Ft. McHenry support replacing the current visitor center with a larger facility and reorganizing the site to optimize the layout and maximize alternative transportation options like water taxi. Federal and City funding have been secured to construct the \$14 million facility.

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Baltimore Heritage Area Management Plan Update

The process of updating the Management Action Plan for BHA has taken place concurrent with the development of the *Feasibility Study*. The synergies between the state heritage area and a possible NHA in Baltimore are clear: the same boundary is proposed for the NHA as the existing state heritage area, and the missions of the two programs are similar. The state-designated BHA has been implementing conservation/preservation and interpretive initiatives, and as an NHA, proposes to expand and enrich this function. Further, the Management Action Plan Update process has been mindful of NPS guidelines for NHA management plans and was intended to produce a document that can serve as the core of the NHA Management Plan. The planning process, because it overlaps with the timeline for outreach for this *Feasibility Study*, has allowed for greater public/stakeholder input.

Baltimore Comprehensive Plan

The new Comprehensive Master Plan is a blueprint for the future of Baltimore. As the *Feasibility Study* was in development, the comprehensive plan was in the final stages of public review prior to adoption. The update utilizes an innovative business plan format that identifies current conditions, future trends, goals and objectives and also uses market realities to lay out strategies and guide city investments to best accomplish them. The Comprehensive Plan strongly supports preservation of the city's historical and cultural resources and recognizes BHA for its stewardship, interpretive, and convening efforts. The Plan specifically calls for the pursuit of national heritage area designation for the BHA.

Baltimore Main Streets Program

Baltimore Main Streets is a program of the Baltimore Development Corporation and is relatively new to the city. Introduced in 2000, the program is based on the National Trust for Historic Preservation's 4-Point Approach for revitalizing older commercial corridors. Within the BHA are 10 participating Main Street neighborhood corridors that complement the goals of economic sustainability and historic preservation. Baltimore Main Streets is also a potential source of funds for heritage area efforts located in Main Street communities, providing gap financing for small businesses and façade improvement funds, among others.

Heritage Walk and Star-Spangled Trails

Heritage Walk is a flagship project of the Baltimore Heritage Area. The 3.2-mile trail connects historic sites and museums in the Inner Harbor, Little Italy, Historic Jonestown, and City Center neighborhoods. The route is marked with inset bronze sidewalk plaques; interpretive information includes online and printed materials, interpretive waysides, and an outdoor trailhead facility for 15 hiking, biking, driving and water-based interpretive trails—Baltimore's Star-Spangled Trails—at the Inner Harbor Visitor Center. Uniformed Urban Park Rangers, trained and supervised by BHA, offer daily guided tours of Heritage Walk and will expand to other trails in the years ahead.

Baltimore Area Convention and Visitors Association Efforts

A **rebranding effort** took place in 2005 through BACVA. The new Baltimore brand is based on a comprehensive study of how Baltimore is viewed as a tourist destination. The goal of the effort is to present Baltimore as an attractive destination for leisure and business travel while promoting the key assets of the city, including cultural heritage. Since this project involved key persons from the BHA and

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its NHA *Feasibility Study* planning process, one can be confident that the Baltimore brand will support future Heritage Area needs.

Free Fall Baltimore 2006 is a cultural tourism program designed to promote Baltimore arts and culture by offering free admission to programs for the months of October and November. A permanent elimination of admission fees at the Walters Art Museum and the Baltimore Museum of Art will begin October 1st, making Baltimore one of few cities to have free admission year-round to major museums. Among this summer's new offerings for cultural tourism is the Frederick Douglass - Isaac Myers Maritime Park, which is an educational site for the city's maritime past and African American heritage.

Other BACVA events and programs include the following:

- "In Celebration of Women," an events- and site-driven promotion and packaging effort
- The development of special itineraries, such as African American heritage, which has a complementary online guide entitled "Baltimore's African American Heritage & Attractions Guide"
- Partnership in the creation and installation of Heritage Walk and the Star-Spangled Trails outdoor trailhead, indoor ranger kiosk, and printed and online materials.

Gwynns Falls Trail Extension

Gwynns Falls and Leakin Park is one of the largest urban wilderness parks remaining on the East Coast. Located in the BHA, the 14-mile greenway connects 30 neighborhoods, 2,000 acres of parkland, many recreational opportunities, and cultural and historical resources and is also a designated Chesapeake Bay Gateway. The trail is being extended a final mile to the I-70 Park and Ride, to be completed by spring 2007.

Ongoing Outreach

The completion of the *Feasibility Study* is the beginning of an ongoing process to seek national heritage area status. The Feasibility Study must be accepted by the NPS and transmitted by the Secretary of the Interior to Congress, who will be asked to develop and pass designating legislation. These steps will require communication and outreach by BHA and its supporters.

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Chapter 3 - Baltimore & American Identity

(Step 3)

National heritage areas are primarily about the importance of national history and related resources. Baltimore—although it evidences exemplary national history themes with intact heritage and cultural resources—is not predominant in the national psyche as one of the premier locations in America to experience American history. NHA designation represents an incredible opportunity to showcase the American stories told best in Baltimore, identified by the *Feasibility Study* planning process, which included the development of a thematic framework.

The development of a thematic framework for the interpretation of BHA was led by the consultant team and heavily informed and guided by input from the BHA Board, the NHA Planning Committee, and a group of historians and interpreters with deep knowledge of Baltimore and national history. For a list of participants, please see document appendix. The Planning Committee and the BHA Board both had meetings partway through the formation of the framework and were given the opportunity to provide feedback. The historians and interpreters group met in full twice at the beginning and midpoint of development, and a subcommittee of four experts met once to refine and finalize the thematic framework.

This collaborative effort resulted in a clear determination that Baltimore's heritage is nationally significant and illustrates broader national trends related to American identity throughout history. The recommended themes for the heritage area are detailed below.

The following overarching theme and primary themes are recommended for the heritage area:

- Overarching Theme: Portal to American Identity
- Primary Theme: Crosscurrents in Freedom
- Primary Theme: Gateway to Possibilities
- Primary Theme: Inventing Baltimore
- Primary Theme: North of the South—South of the North

Overarching Theme: Portal to American Identity

What then is the American, this new man? (John de Crevecoeur, 1782)

For generations, the answer to Crevecoeur's question has remained a topic of hot debate. A definitive answer is impossible as American society and culture constantly changes and evolves, for American Identity—like America itself—is a work in progress.

At the same time, there have been defining moments, times of sudden and spontaneous national self-recognition. The first such moment came more than thirty years after Crevecoeur asked his astute question when an initial answer emerged in Baltimore, the Chesapeake Bay's preeminent port city. In September 1814, the British navy bombarded Fort McHenry while 12,000 Baltimore residents gathered on Hampstead Hill to defend their city and nation. Francis Scott Key articulated what it meant to be an

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American at that moment, and straight away, his poem-turned-song was hailed and embraced throughout the country. Thus, an American identity, catalyzed by Key's "Star Spangled Banner," was first defined in Baltimore. In subsequent generations' experiences with struggle, anticipation, creativity, controversy and debate, this dynamic and evolving American identity was elaborated and reworked while its roots and initial manifestation remained securely embedded in nineteenth-century Baltimore.

It was not by chance that an answer to Crevecoeur's question emerged first in Baltimore. The city's location in the upper Chesapeake was critical to its prominent role in the national drama during the early part of the nineteenth century. Commercially, Baltimore was a center of maritime trade because of its fine harbor. Militarily, it was homeport to privateers and their armed schooners, which had been a thorn in the side of Britain from the beginning of the War of 1812. It was with good reason the British attacked Fort McHenry and landed at North Point in the late summer of 1814.

American victory and Francis Scott Key's presence in the harbor that night, however, were unexpected and formative events. To a young country engaged in a floundering war effort, the Battle of Baltimore represented the definitive end of the American Revolution, secured American sovereignty, and gave the country's inhabitants two enduring symbols: the flag itself and the poem that celebrated its survival. Both immediately became national icons, representing the broad ideals and values of the country while also embodying the intangible nature of what it means to be an American.

Baltimore played an ongoing important role in American life after its 1814 military triumph. As sectional strife between North and South intensified through the nineteenth century, Baltimore was in the middle geographically, politically, commercially, socially, and culturally. The city encompassed characteristics of both North and South. More than one observer has noted that Baltimore's heart was in the South, but its economic interests lay with the North, creating fascinating juxtapositions in the city during the Civil War and its prelude.

After the Civil War, Baltimore continued to be a place of convergences: an ethnically diverse, industrial, east coast seaport city with a climate and disposition recognizably southern. It was simultaneously freewheeling, rough-and-tumble, genteel, sophisticated, gritty, entrepreneurial, working class, democratic, hierarchical, outspoken, and deferential. Many of these qualities are still apparent today, for as a meeting ground and mixing bowl, Baltimore has long been a place of conflict, contradictions, creativity and accommodation. Throughout, it has cohered and forged ahead.

Baltimore, then, is in a unique position to tell the story of the birth and evolution of American Identity. In this city, visitors and residents alike can gain immediate insight into many of the core tendencies and proclivities that constitute American Identity. In this dynamic and protean port city, instructive stories about freedom, opportunity, inventiveness, diversity, and convergence are deeply rooted and readily apparent.

Primary Theme: Crosscurrents in Freedom

This theme is centered on Americans' tendency to seek and uphold freedom, beginning with the securing of sovereignty from British influence and including abolition, religious liberties, and the seeking of self-determination through available opportunities.

Crosscurrents in Freedom includes the following subthemes:

- Securing Independence: The Battle of Baltimore

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- The Presence and Power of a Free Black Community
- Triumphs of the Underground Railroad
- In Pursuit of Civil Rights
- Realizing Religious Freedom

...land of the free and the home of the brave!" (Francis Scott Key, 1814)

For residents of Baltimore—like inhabitants of the nation—the quest for freedom has long been a compelling drive, but because of Baltimore's location, the quest there has had some complexities and incongruities that are less apparent elsewhere in the country. Because of the region's blend of cultures and the recurrent influx of various immigrant groups to the city, Baltimoreans advance diverse, seemingly inconsistent, and sometimes competing viewpoints in their struggles for political, economic, religious, educational, and personal freedoms.

Consider the War of 1812 and the Battle of Baltimore in 1814. After the British set ablaze the White House and many other federal buildings in Washington, DC, a wide array of Baltimoreans—white and black, slave and free, immigrant and native-born—rallied successfully to defend their city and the nation's independence. At the same time, many African-American slaves escaped their masters during the war to join the British forces that they saw as liberators. In all, it has been estimated that British troops emancipated approximately 4,000 slaves during the Chesapeake Campaign, and of these newly freed African-Americans, several hundred fought alongside the British. It is not surprising, then, that the same patriotic Anglo-Americans fighting in the war also feared a slave insurrection.

The large antebellum free black community of Baltimore provides still more insights into the quest for freedom in America, with its many subtleties, complexities and challenges. While slavery was legal throughout Maryland until 1864, Most African Americans in Baltimore were free and often worked alongside white laborers. It was the largest free black community of any American city at that time, and these residents organized churches, founded mutual aid societies, and established schools. They were also active in the Underground Railroad, helping runaways from the Eastern Shore and other parts of the Chesapeake hide in local homes and churches before gaining safe passage to Pennsylvania and beyond. Frederick Douglass—born into slavery, exposed to free blacks and literacy in Baltimore, and after claiming his own freedom, hailed as an Underground Railroad operator and respected abolitionist—was himself a product of Baltimore in many ways.

During the twentieth century, Baltimoreans redefined freedom to include access to economic and educational opportunities: the city's black residents—with white supporters—overturned local Jim Crow laws, dismantled the segregation system in city schools and public facilities, and promoted civil rights for African Americans throughout the nation. Thurgood Marshall, born and educated in Baltimore, achieved national recognition for his contributions, while others—like Lillie Mae Carroll Jackson, president of the local NAACP from 1935 to 1969—worked diligently but without the same degree of acclaim. Like Frederick Douglass before them, new generations of activists made Baltimore exemplary in the struggle for freedom and equality. However, Baltimore's story remained dense and ambiguous; in his autobiography, Douglass wrote of hostilities toward free black workers by white Baltimoreans, and in the 1850s, white gangs persistently harassed and attacked free black laborers in the Baltimore shipyards. Later, during the Civil War, most Baltimoreans sided with South, and after the war, local politicians were all too ready to deny blacks any rights they had gained.

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The quest for freedom among Baltimore's residents has also had a religious dimension. Maryland was founded in the seventeenth century on the principle of religious tolerance, and there have long been a wide array of denominations in Baltimore. Methodism began in the city in the mid-to-late eighteenth century, joining Presbyterians, Episcopalians, Lutherans, Baptists, Quakers, and, later, Unitarians. In 1829 the local Jewish community incorporated the Baltimore Hebrew Congregation, and there was also a small but committed Swedenborgian group.

Still, the early commitment to tolerance was often tested and found wanting. Baltimore became the home of the nation's first Roman Catholic Cathedral—the Basilica of the Assumption—built between 1805 and 1821, but when large numbers of Catholic German and Irish immigrants settled in the city in the 1830s and 1840s, anti-Catholic riots erupted. In the 1850s the anti-Catholic Know-Nothing party had an especially vocal following in Baltimore and carried municipal elections. Even though religious freedom was frequently challenged, over time freedom of religion became a more inclusive right in both Baltimore and the nation, a more pronounced part of what it means to be an American.

Primary Theme: Gateway to Possibilities

This theme centers on the opportunities and possibilities—in industry, immigration, and education—that have historically abounded in Baltimore, often as a result of its excellent location on the Chesapeake Bay.

Gateway to Possibilities includes the following subthemes:

- An International Port City on the Chesapeake Bay
- Immigrant Influx: Expanding the Mix
- Developing New Enterprises: Textile Mills, Railroads, and Canneries
- Organizing Labor
- The Quest for an Education

Going to live Baltimore laid the foundation, and opened the gateway, to all my subsequent prosperity.
(Frederick Douglass, 1845)

Baltimore's prime location on the Chesapeake Bay has been key to its well-earned reputation as a place of opportunity and enterprise, and these characteristics too have long been hallmarks constituting American Identity. After a slow, inauspicious and unpromising beginning, Baltimore started to come into its own during the latter part of the eighteenth century. Forward-thinking businessmen established shipyards at Fells Point and nearby Canton, and the city became a hotbed of commercial activity. By the beginning of the nineteenth century Baltimore was a lively and teeming port city. Free blacks, slaves and white journeymen worked side by side—albeit sometimes uneasily—constructing the famous Baltimore clipper schooners, and one of the first frigates commissioned by the U.S. Navy. Vessels built by the booming Baltimore shipyards transported flour and grain from local mills as well as tobacco from rural Maryland and Virginia to Europe. For a time during the War of 1812, the fast-moving Clipper Schooners attacked British vessels on the high seas, accounting for the capture or demise of approximately 1,700 British merchant ships and leading the *London Times* to condemn Baltimore as “a nest of pirates.” Later, Baltimore merchants established an important coffee trade with South America. By the end of the century, large schooners from Baltimore plied the Atlantic coastline, transporting coal and lumber from

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one port to another. A robust coastal and international maritime trade was underway during the first half of the nineteenth century with the port of Baltimore its center.

As a port city, Baltimore also became a major point of entry to the United States for large numbers of immigrants over the course of the nineteenth century. Beginning with Germans and Irish in the 1830s, 1840s, and 1850s; Bohemians and Poles beginning in the 1870s; followed by smaller numbers of Lithuanians, Ukrainians, and Russian Jews later in the nineteenth century; Baltimore continued to welcome immigrants, mainly Italians and Greeks, into the early twentieth century. During the late nineteenth and early twentieth centuries, about 2 million immigrants were admitted to the United States at Locust Point in the Baltimore harbor. Many settled in the city, but even more took Baltimore & Ohio Railroad trains into the American interior from Baltimore. For these newcomers, Baltimore represented a gateway to economic opportunity and social advancement. The city offered them the prospect of new possibilities, a stake in the promise of American life. With the arrival of these immigrants the definition of American identity again expanded.

The harbor, along with a sizeable immigrant and native labor force, made Baltimore desirable for the growth of new industries. From the beginning, shipbuilding had been a key component in the city's economic development, but the rivers and streams surrounding the city also offered opportunities to imaginative and intrepid entrepreneurs. At the turn of the century, a few Baltimoreans built grain mills that harnessed the Jones Falls. As the nineteenth century progressed, cotton mills became more and more prominent in the valley landscape. Taking advantage of the same streams harnessed by local flourmills, the city's first cotton mill opened at Jones Falls in the neighborhood now called Mount Washington in 1810. Within twenty years, flourmills in outlying districts were converting to cotton production. By the end of the century, Hampden-Woodbury produced nearly 80% of the world's cotton duck, used to make sails for ships. Other major industries intimately connected to Baltimore's position as a major port city included substantial canneries and large sugar refineries.

With an eye to further improving Baltimore's leverage as a primary port for the new nation, a group of farseeing entrepreneurs established the Baltimore & Ohio Railroad—the first in the United States—in 1828. Operations commenced in 1830, and by 1852, B&O tracks reached the Ohio River (now the Wheeling NHA). As anticipated, the railroad was a boon to the city's increasingly robust harbor. The railroad linked the city and its busy port to various markets in a multitude of ways: carrying agricultural goods from the south and the west, transporting manufactured products from the north, bringing recently arrived European immigrants into the American interior, and employing thousands of Irish laborers to build tracks, stations, locomotives and train cars.

For investors, employers, and managers, the new industries and their spin-offs created a wealth of possibilities. Similarly, employees working in the textile mills, canneries, shipyards, and railroads discovered both new opportunities and unanticipated challenges. When the promise of economic advancement was not met by the harsh realities of a life of industrial work, many workers organized to gain a measure of economic improvement and job security. One of the most dramatic expressions of this struggle by laborers took place in 1877, when Baltimore & Ohio Railroad workers went on strike after wages were cut. The state militia was called up and violence ensued: troops fired on strikers, 11 of whom were killed and 40 wounded. As in the slavery issue, where Baltimore inhabitants could be found on both sides of the struggle, residents in this instance were strikers and militiamen, managers and workers.

Education was yet another means of spawning new opportunities for Baltimoreans. Indeed, Frederick Douglass claimed, with good reason, that learning to read marked one of the turning points in his life. In Baltimore and the rest of the nation, the drive for expanded and improved educational prospects often had a religious dimension. In 1808, for example, Mother Elizabeth Ann Seaton opened an academy for young women in Baltimore. In 1829, the first private black school for girls was opened by the Oblate

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order. Four years later, in 1833, the McKim Free School was organized and opened by Quakers to boys and girls of all races and religions. During the 1850s, no less than fifteen schools for black children were established in Baltimore. Shortly after the Civil War, Morgan State University (originally a private African American institution named Centenary Biblical Institute) opened its doors, and approximately thirty years later, Coppin State began offering courses on education for African-American schoolteachers. Even in the world of education, however, contradictions abided. During the first half of the twentieth century, Baltimore's public schools were racially segregated. At the same time, in 1954, Baltimore became one of the first cities in the south to integrate its public schools, and it accomplished this substantial change speedily and without major incidents.

The story of opportunity, like the story of freedom, was not without its contradictions, complexities, ambiguities and crosscurrents. In that sense, Baltimore was a microcosm of the entire nation, a place of "both-and" rather than "either-or".

Primary Theme: Inventing Baltimore- City Building in the Chesapeake Cultural Landscape

This theme deals with the continuous crafting of an urban cultural artifact in a unique natural setting: Baltimore in the Chesapeake. It focuses on the distinctive, tangible activities, industries, technologies, art forms, cultural traditions, buildings and institutions that have arisen in the process of creating the largest city in the six-state Chesapeake region. The waves of explorers, entrepreneurs, inventors, and artists drawn to Baltimore's shores have swelled since John Smith sailed into the Inner Harbor in 1608. Baltimore is the farthest inland east coast port, closer by 200 miles to the nation's interior. The Chesapeake, the continent's largest estuary, is a magnificent, fertile, natural resource. This special mix gave rise to a cultural landscape unique among world port cities. From clipper ships, to rowhouse ground rents, from cast-iron architecture to urban waterfront revitalization, the unique cultural landscape of Baltimore and its contributions to the nation rise from the Chesapeake.

Inventing Baltimore- City Building in the Chesapeake Cultural Landscape includes the following subthemes:

- Foresight and Innovation: Parks and Public Works
- Planning: Architecture and Building
- Making a Living at the Water's Edge
- In Pursuit of Knowledge: Education, Science, and Medicine
- Creating Something Special: Art and Culture
- Competition and Camaraderie: Sports in a Sporting Town
- Living Traditions

The city of yesterday is not the city of today. (Baltimore Sun, 1857)

With foresight, vision, and pluck, Baltimoreans have made and remade their city many times over. As Alexis de Tocqueville, the keen-eyed and astute French traveler observed of Americans generally in

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1835, Baltimoreans have had a penchant to engage in “visions of what will be; in this direction their unbound imagination grows and dilates beyond all measure.” Tocqueville’s dry critique notwithstanding, residents’ visions of the city’s future have frequently been practical and effective.

Consider Baltimore’s livable green spaces, a hallmark of the cityscape. Residential squares have long helped make Baltimore a big city with the connectedness and convenience of a small town. Although Mount Vernon Place is the most famous and the first of the residential squares in Baltimore, others followed in rapid succession: Franklin Square, Union Square, Lafayette Square, Johnson Square, and Harlem Park, to name only a few.

Similarly, the city’s parks have been the outgrowth of careful forethought. Mayor Thomas Swann’s “Park Tax” in 1859 laid the foundation for the city’s renowned park system, and others built on this groundwork. In 1903, the Municipal Art Society hired the Olmsted Brothers to envision Baltimore’s entire urban landscape as part of a citywide park. The Olmsted vision included city squares, multipurpose parks, playgrounds, boulevards, parkways and stream valley parks, and it has long been a guiding light in the city’s development over the last century.

Public works, especially water supply and wastewater treatment, have been another beneficiary of inventive thought in Baltimore. While the city’s entire water treatment and management system has been a leader in American urban planning and performance, the specific contributions of Abel Wolman have been much heralded. An engineer in the Maryland Department of Public Health, Wolman perfected the formula for the chlorination of urban water systems. His contribution has had worldwide ramifications.

As the preeminent city on the Chesapeake, Baltimore has shaped the region’s culture in all its many manifestations while simultaneously reflecting it. Long home to many diverse groups living in close proximity to one another, Baltimore early became a city of neighborhoods, each reflecting a rich cultural tapestry. The famed Baltimore row house helped create vital shared and cohesive communities. Throughout the nineteenth century, virtually all the city’s inhabitants—regardless of class, race or ethnic group—lived in row houses. The style and ornamentation of façades changed with the era, individual tastes, and availability of wealth, but the basic form was common to all.

Diversity also nurtured a wide variety of ethnicities, each bringing their own traditions and values with them. Many of these survived generations of change and are still evidenced in the city. Arabbers—produce vendors who typically served African American neighborhoods using horse-drawn carts—are unique to Baltimore today. Another African American tradition, hand dancing, has an organization dedicated to its preservation today. Food is a common cultural expression, and crabs are an omnipresent feature in Baltimore food, art, signage/iconography, and even popular culture. Painted screens, created by necessity by a grocer seeking to shade his wares, became an identifier of some Baltimore neighborhoods.

Clipper ships were designed and built in Baltimore, eventually playing a key role in breaking British blockades during the War of 1812. Baltimore’s shipyards later built Liberty Ships, which carried cargo and troops during WWII. After the end of the Civil War, the city was a center for the textile industry, which received raw materials and shipped finished suits, uniforms, other clothing, and cotton duck via the growing railroad. Indeed, the railroad itself was an innovation and a major employer of new immigrants. Canning was a major industry in the nineteenth century—oysters and corn were first canned in Baltimore—and the canneries spurred secondary industries like can manufacturing.

Thriving business and industry in Baltimore gave birth to many innovations and new inventions—an extensive collection of “Baltimore firsts.”

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- Investment banking (1800)
- Gaslit building and street lights (1817)
- Long distance railroad (1827)
- Railroad depot (1830)
- Telegraph line (1844)
- All iron building (1851)
- YMCA (1859)
- Typesetting machine (1883)
- Bottle cap(1892)

Innovation and hard work in Baltimore created wealth for a rising class of industry and business leaders. A group of these self-made, philanthropic, nineteenth century Baltimoreans founded major cultural institutions that won worldwide acclaim and created widespread community pride. Johns Hopkins University and Hospital, The Walters Art Gallery, the Peale Museum, the Peabody Institute, the Baltimore Museum of Art, and the Enoch Pratt Free Library served the community in a host of different ways, generated an environment for culture and the arts to thrive, and also added to a sense of cohesion and shared identity. Baltimore was historically home to numerous artists, including writers like F. Scott Fitzgerald and H.L. Mencken, musicians like Billie Holliday and Cab Calloway, and painters like Rembrandt Peale, who established a Museum and Gallery of Paintings in 1814. Baltimore also had the first municipal symphony orchestra, founded in 1916.

These same institutions were illustrative of another vein of influence in Baltimore—the hunt for knowledge. The first free library was born in Baltimore through the generosity of Enoch Pratt. Johns Hopkins led the nation in creating a research-based university. Today, the National Aquarium and the Maryland Science Center educate visitors about the natural world and scientific topics, respectively. Contemporary efforts to brand the Inner Harbor as a “Digital Harbor” markets the region to technology firms and helps public and private schools identify opportunities in technology-based education.

In a different way, the city’s love of sports and its widely hailed sports heroes—from Babe Ruth to Johnny Unitas to Cal Ripken, Jr.—further cemented communal ties and the sense of shared experience, of living in a big city with small town familiarity. Sailing and water sports have long been a part of the Baltimore experience, with the Inner Harbor and its tributaries still providing access to the sea today. Lacrosse, growing in popularity nationwide, has been particularly common in Baltimore’s colleges and universities; it was introduced at Johns Hopkins in 1893, for example. The Preakness, one of horseracing’s Triple Crown races, has been held in Baltimore since its inception. Of all the city’s sports, baseball is perhaps its most obvious and most widely loved, and no surprise: Baltimore was involved in the formation of the first national professional league and was home to many teams, including those playing in the Negro League, before that.

Although Baltimore’s development has waxed and waned over time, at times it has been an economically thriving and culturally luminous metropolitan area. In 1830, for example, Baltimore was the second in size only to New York City with a population of 80,625. A century later, in the 1920s, 30s and 40s,

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Baltimore's Pennsylvania Avenue was a hub for black arts, music, and culture, with natives Billie Holiday, Cab Calloway and Eubie Blake, among others, regularly performing on "The Avenue." In the contemporary era of revival and renewal—itsself the outgrowth of innovative forethought and diligent planning—many residents believe Baltimore currently combines the best qualities of both a big city and a small town.

Primary Theme: North of the South - South of the North

This theme describes Baltimore's unique proclivity to espouse and exemplify the values and cultural norms of both the North and the South, from antebellum years through the Civil War and more contemporary struggles against segregation to they city's cultural and biological diversity today.

North of the South – South of the North includes the following subthemes:

- A Diverse City in the Middle
- Biodiversity on the Boundaries
- Border Politics in a Time of Polarization
- And the War Came: Baltimore on the Margins
- Segregation, Integration & the Civil Rights Struggle

Because of its location in the upper Chesapeake—virtually bordering Virginia to the south and Pennsylvania to the north—Baltimore has long been a complex amalgam, a place of cultural convergences and clashes, more accurately exemplifying the full range of peoples and allegiances in the country as a whole than states either north or south.

Baltimore's population during the 1830s, 40s, and 50s was already quite diverse: free blacks, slaves, native whites, large numbers of German and Irish immigrants, a few wealthy slaveholders, successful manufacturers, railroad men, a smattering of abolitionists, and a vociferous throng of nativists made for an improbable array of inhabitants. While the nation was becoming more and more polarized in the years before the Civil War, Baltimore was a place where north and south intermingled and entwined.

Sometimes, its heterogeneity made for seemingly incongruous juxtapositions. After the election of the Know-Nothing ticket marked by widespread violence and intimidation, the new municipal administration, led by Mayor Thomas Swann, instituted many innovative policies in fire-fighting, sewage treatment, park development, public transportation, harbor dredging, and school construction. Frederick Douglass' life offers another instructive story. When he was approximately eight years old, Frederick Douglass was sent to Baltimore by his master to work for Hugh Auld. During his years in Baltimore—before escaping to freedom in the north—Douglass learned to read, found religion, worked in the Fells Point shipyards, and gained his initial moorings in life. Many years after the Civil War, Douglass bought property and built five row houses in the city.

Given the city's rich mix of peoples and cultures, it was reasonable for Tocqueville to visit Baltimore in 1831 as he traveled the country gathering information and impressions for his penetrating word-portrait of American democratic society and the emerging American character. Tocqueville stayed in the city for a week: Baltimore offered good material to someone who wanted to gain insight into the grass roots workings of the new nation.

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Perhaps surprisingly at first glance, diversity and convergence have also been features of Baltimore's ecosystem as well. With harbor waters, valley streams, riparian woods, swamps, the soft dry land of the coastal plain, the precipitous fall line, and rocky upland regions, the multifarious environment makes for a broad array of natural habitats, species, and communities. Just as the border between North and South made for an unusual social and cultural intermingling, so too the diverse habitats, distinctive watersheds, and many natural boundaries make for increased biodiversity in plant and animal life here. During the twentieth century, the Olmsted Brothers' vision and the policies promoted by city leaders made it possible to preserve and protect some of this prized natural landscape. Today urban planners, landscape designers, ecologists, biologists, and social scientists are again working together to further protect, preserve, study, and renew Baltimore's fragile but remarkably diverse urban ecosystem.

Life on the border—whether natural or made by humans—is complex and fraught with challenges. During the nineteenth century, political borders between North and South—unlike the natural boundaries—became more rigid and impermeable. As the nation inexorably moved toward Civil War in the late 1850s and early 1860s, Baltimore, where diverse groups lived in close proximity to one another and mingled regularly, stood out as an exception rather than an exemplar. With both the Union and the national identity imperiled, Baltimore seemed caught in the middle, nearly immobilized. Without question, it was not a Republican stronghold. In 1856, John Fremont, the Republican candidate for President, won only 214 votes in the city. Four years later, Lincoln won approximately 1,000. Rather than turn to Lincoln in 1860, the city went for John C. Breckinridge, the Democratic pro-slavery candidate, but even though he won many votes in the South, nationally Douglas's candidacy was not viable. In a time of polarization, Baltimore represented a heterogeneous community whose views but did not reflect the times. The contrast with 1814, when Key's poem was embraced by virtually the entire country, is striking, for then Baltimore spoke for the nation. As the nation virtually collapsed after Lincoln's election, Baltimore's voice was barely heard in the din.

Even though large numbers of Baltimoreans were pro-slavery and rioted when Union troops marched through the city on April 19, 1861, there was not an overwhelming secessionist surge in the city. Nevertheless, Lincoln, cautious and realistic, took no chances: he ordered Federal troops to occupy the city for the duration of the conflict.

The war—and slavery—ended, the Union was restored, and the definition of American identity was amended to become more inclusive, but the struggle over race relations—so much at the heart of the American experience—continued to test and divide Baltimoreans and the nation. Segregation, Jim Crow laws and social indignities were instituted, endured, challenged and confronted. New generations arose in Baltimore's white, black and ethnic communities to address unfinished business and deal with other emerging social, political and environmental issues. In time, legal barriers to racial integration were overcome. In the process the inhabitants of Baltimore together with the rest of the nation redefined, reworked and expanded, once again, what it means to be an American. To this day, the saga continues to evolve.

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Chapter 4 - Baltimore Heritage Area in Context

(Step 4)

The heritage area includes the heart of Baltimore—its central and most historic neighborhoods, downtown, and waterfront areas—and innumerable heritage, cultural, and natural resources. Eligibility for national heritage area designation depends primarily on the presence of sites, structures, artifacts, traditions, and cultural practices important to understanding the nation's history. At the same time, resources must be understood in the context of their physical environs and economic and demographic realities. This chapter describes BHA's resources within the context of the region.

Regional Demographic Profile

Baltimore City had an estimated population of 641,943 in 2005. This is a decrease from the 2000 census data which was 651,154 residents. Baltimore City Department of Planning shows a reduction in the city population with each census count since the 1950's. However, this trend seems to be slowing: the estimated 2010 census number—projected at a 3% decrease from 2000—shows the smallest population loss since the 1950s.

Baltimore is a diverse city, and the profile of the typical Baltimore resident continues to shift over time. As of the 2000 census count, the city was 64.3% black, 31.6% white, 1.6% Asian, 0.3% Native American, 0.7% other race, and 1.5% two or more races. Previous census data indicates blacks are a higher **percentage** of the total population than in 1990, but the total **population** of African Americans decreased for the first time since the 1950's. The white population has decreased 28% since the 1990 census. There was an increase of 28% of total population for those identifying themselves as Asian.

The household earnings increased from 29,066 in 2003 to \$32,456 in 2005. The 2000 Census data shows 68.4% of the residents of Baltimore city have their high school diploma, and 19.1% of the population has a college degree. These numbers are below the Maryland population as a whole, which are 83.8% and 31.4%, respectively.

The most recent trends in the city's demographics belie the 2000 Census numbers, with an influx of residents with a different profile moving into the city. Some experts speculate that Baltimore's population loss will have stopped or reversed by the next Census. A November 2005 *Baltimore Sun* article described the city's growing urban population, driven mostly by empty nesters seeking smaller, more urbane residences and by Washington, DC, metro-area professionals drawn to Baltimore's affordable housing and character. In addition, metropolitan Baltimore is slated to receive almost 9,300 new jobs as a result of the most recent round of Department of Defense's Base Realignment and Closures. These new residents are a potential audience for the heritage area's offerings.

Heritage Area Resources

A recent report by the National Park System Advisory Board entitled *Charting a Future for National Heritage Areas* emphasized the importance of a strong resource base for heritage areas: "heritage areas should tell nationally important stories through a regionally distinctive combination of natural, cultural, historic, and scenic resources, and they should provide outstanding opportunities for conservation."⁵ The NPS Northeast Region has a strong assortment of nationally significant resources which would be complemented by a Baltimore NHA. With a focus on the formation of an American identity and its

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evolution, BHA's interpretive themes and accompanying resources harmonize with those of other nationally important NPS units in the Northeast Region in Boston, New York, Philadelphia and Washington DC.

Heritage & Cultural Resources

Baltimore's wealth of heritage and cultural resources evidence its long and noteworthy history. They are identified within the heritage area boundaries in [Map X](#). An especially fine collection of historic resources surrounds the War of 1812, America's second war for independence, and relate directly to the overarching theme—Baltimore: Portal to American Identity.

- **Fort McHenry National Monument and Historic Shrine** is a beloved historic and recreational resource for Baltimoreans and visitors, and is central to the proposed interpretive framework. Over 622,000 visitors came to the fort in 2005.⁶
- **The Flag House & Star Spangled Banner Museum** is the 1793 house where Mary Pickersgill sewed the Star-Spangled Banner in the summer of 1813. Her flag inspired Key's anthem and is now housed in the Smithsonian.
- The **original draft of "The Star Spangled Banner"** and a collection of War of 1812 images can be seen at the Maryland Historical Society.
- **Patterson Park** was the site where 12,000 volunteers rallied to protect the city. An 1891 Victorian pagoda designed by Charles Latrobe now stands on the site where they met, and the park is home to Rogers Bastion, once a set of fort earthworks with artillery.
- The **Fells Point Maritime Museum's** focus is the city's rich maritime trades, the shipbuilding industry, and Baltimore's notorious privateers.
- **Federal Hill Park** was an important lookout point during the War of 1812 and still offers excellent views of the city across the Inner Harbor. The Federal Hill neighborhood is home to the **1882 Armistead Monument**, erected to honor Colonel George Armistead, Ft. McHenry's commander during the Battle of Baltimore.
- Maryland's **Pride II** is a **reproduction of an 1812-era Clipper ship**, which offers educational programming and sails to other cities on ambassador journeys.
- **Battle Monument** (1815-1825) was the first war memorial in the United States and commemorates the soldiers who died at North Point during the Battle of Baltimore.

In addition, the following resource list offers a sampling of visitor-ready places that reinforce the Primary Themes: Crosscurrents in Freedom, Gateway to Possibilities, Inventing Baltimore, and North of the South—South of the North. These lists are not comprehensive, but rather highlight examples of the quality present in the heritage area's significant resources.

Resources: Crosscurrents in Freedom

- Listed in the National Register of Historic Places, **Old West Baltimore** includes the neighborhoods of Harlem Park, Sandtown-Winchester, Druid Heights, Upton, and Madison Park. Since the late 1890's this area of Baltimore has been home to a large and thriving African-

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American community from which a number of prominent African-Americans have emerged: Supreme Court Justice Thurgood Marshall and jazz musician Cab Calloway are both examples.

- **Frederick Douglass-Isaac Myers Maritime Park** is a center for maritime and African-American history located on Fells Point in the oldest industrial building on the Baltimore waterfront.
- **The President Street Station**, a historic 1849 train station—the nation’s oldest big-city passenger railway station—is a confirmed National Underground Railroad Network to Freedom site. Rehabilitated in the early 1990s, it currently accommodates the Baltimore Civil War Museum.
- **The Lillie Mae Carroll Jackson House and Museum** was the first museum in the nation to honor an African-American woman. Jackson was the founder of the Maryland Conference of the National Association for the Advancement of Colored People (NAACP) and served as president of Baltimore’s chapter of the NAACP (the nation’s second-oldest) from 1935 to 1969.
- **The Basilica of the Assumption**, America’s first Roman Catholic cathedral, was built from 1806-1821 in recognition of the newly adopted U.S. constitution and the religious freedoms it guaranteed.

Resources: Gateway to Possibilities

- **The Baltimore Museum of Industry** is in a former cannery building on the harbor. It houses exhibits on the city’s past industry giants—canning, textiles, printing, and more—that built Baltimore into one of the busiest ports in the nation and often provided jobs for immigrants and other Americans striving for economic security.
- **B & O Railroad Museum** is on the site of the original 1828 Baltimore & Ohio Railroad, which was the birthplace of American railroading. The museum is known for having the world’s largest collection of American railroad artifacts, including locomotives and other rolling stock, housed in an historic roundhouse, depot, and other buildings.
- **The Irish Shrine and Railroad Workers Museum** honors the large Irish immigrant populations coming into Baltimore from the 1840’s and 1850’s to make a living at the still-young B & O Railroad. Located close to the historic B & O Railroad yards, the museum is in two alley houses where Irish railroad workers once lived.
- **Baltimore Maritime Museum** presents history through four National Historic Landmarks—a WWII submarine, a 1936 cutter ship, a 1930 lightship, and a screw-pile lighthouse, originally built on corkscrew-like pilings. The cutter, the USCGC Taney, is the last warship still afloat that survived the attack on Pearl Harbor.
- **Liberty Ship John W. Brown** is one of the last fully operational Liberty Ships built to supply the World War II effort. Today, this National Register-designated ship provides a unique living history cruise, showcasing World War II-era culture—Big Band music, barbershop quartets, vintage WWII aircraft fly-bys, and tours of the ship’s crew quarters, museum spaces, chart and radio rooms, and bridge.

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- Since the 1840's, the area known as **Little Italy** has been home to Italian immigrants and their families. The neighborhood was built by Italians looking for work on the railroad and still retains evidence of its Italian roots in the many trattorias, bocce ball contests, cultural events sponsored through the local churches and organizations, and al fresco summer movies.
- **Jewish Museum of Baltimore** includes two nineteenth-century historic synagogues located in a historic Jewish neighborhood. The museum presents the history of Jewish immigrants who came to Baltimore, which was a major port of immigration in the United States.
- **The Gwynns Falls Trail and Jones Falls Trail** interpret the vibrant history of the flour and cotton mills in Baltimore's stream valleys.
- **Morgan State University** was originally formed by a group of ministers in 1867 as the Centenary Biblical Institute—an institution dedicated to the education of young black men. In 1939, the State of Maryland purchased the school in order to provide more opportunities for African American students, and today it is still a leader nationally in the number of applications from African American high school graduates.
- One of the oldest free public library systems in the United States, **Enoch Pratt Free Library** was established in 1882 by a gift from one of Baltimore's leading civic philanthropists. Pratt's intention was to create a library for all, regardless of income or race, where patrons could borrow books. The library continues to operate as the city's free library system today.
- **Public School 103** was Thurgood Marshall's first public school and is located in the Upton neighborhood. A group is currently planning for and seeking support to open the site to the public as a place where Marshall's life and contributions can be interpreted.
- The **Frederick Douglass Trail and Tour** is a part of the National Underground Railroad Network to Freedom experience. This walking tour explores the Baltimore experienced by young Frederick Douglass, focusing on historic Fells Point where he lived and worked as a slave and from which he subsequently escaped. The National Park Service added this tour, which includes four historic markers, to its Network to Freedom Program in 2005.

Resources: Inventing Baltimore

- The historic **Baltimore rowhouse** is the residential building block of the city's many neighborhoods. Styles range from simple, modest, worker housing to grand, ornate residences for wealthy citizens. This variety suited the diversity of cultures and class in Baltimore, and today the city's rowhouses are being adapted for contemporary living.
- **Mount Vernon Place**, the centerpiece of the Mount Vernon National Historic Landmark District, is an elegant urban square that evidences some of the best of city planning, design, and architecture. It claims the first monument to George Washington, a 178-foot pillar situated in the center of the square and designed by the first professionally trained, American-born architect, Robert Mills. Mills also designed the later Washington Monument in Washington, DC. Surrounded by four park squares, Mount Vernon Place has long been home to the who's who of Baltimore and the world and is the birthplace of modern American philanthropy. Here also are some of the nation's most renowned cultural institutions, such as the Walters Art Museum and the Peabody Conservatory.

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- Built by Rembrandt Peale, the **Peale Museum** began as the Baltimore Museum in 1814 and is the oldest purpose-built museum building in the Western Hemisphere. It is being rehabilitated as the Baltimore History Center, and will interpret the Peale family's accomplishments, the significance of the Baltimore Museum, the museum's subsequent use as the Baltimore City Hall and Colored School Number 1, and the history and significance of Baltimore's architecture.
- **The Arena Players**, begun in 1953, is the oldest continuously operating African-American theater company in the United States. The company is housed in the Arena Playhouse.
- Though not a Baltimore native, Edgar Allen Poe lived and died in Baltimore. Poe was a prolific short story and poetry writer whose often dark work continues to inspire enthusiasts today. The **Edgar Allen Poe House and his gravesite** in Westminster Burying Ground recognize his importance in the Baltimore artistic community and in the country's literary body of work.
- **Pennsylvania Avenue** in the segregation era has been compared to Harlem for its rich African American history. The avenue was a vibrant social center in the 1920s, 30s and 40s, providing entertainment, shopping, dining, and nightlife for black residents and visitors. The performance venues along the avenue hosted many well-known African American performers. **The Royal Theater** was the most notable on Pennsylvania Avenue, hosting famous acts such as Billie Holiday, Nat King Cole, and Count Basie.
- Funded by a seven million dollar bequest from its namesake, **The Johns Hopkins University and Hospital** was founded in 1876 with an emphasis on research, the first such school in the United States. It led the way in what has become the standard for academic excellence—teaching plus research—for universities across the nation.
- The **Baltimore Public Works Museum** was the first municipal services museum in the United States. Located in the historic Eastern Avenue Pumping Station, it shares the story of Baltimore's historical innovations in providing clean water.
- **Babe Ruth Birthplace and Orioles Museum** includes exhibits on Babe Ruth, the beloved Orioles, and the Negro League, the all-black national baseball league that lasted until the Great Depression.
- **Lacrosse Museum & National Hall of Fame** showcases lacrosse, a sport with Native American roots. Now gaining popularity across the United States, lacrosse has long been a thriving Baltimore tradition due to the concentration of local colleges playing the sport.

Resources: North of the South—South of the North

A number of the resources outlined above are also relevant to this theme. Other examples include the following:

- **The Civil War Museum** is also on the site of the Pratt Street Riot, in which Baltimore's secessionists engaged Massachusetts volunteers heading to Washington to fight in 1861.
- The **"Baltimore: A House Divided"** tour is a segment of Maryland's Civil War Trails Program and provides interpretive panels and guides to Baltimore's Civil War History. A portion of the trail—about six interpretive markers—is dedicated to describing the 1861 Baltimore Riot (**"The**

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Baltimore Riot Trail”), while the remaining markers and materials outline 15 additional Civil War sites in the city.

- The **USS Constellation** is moored in the Inner Harbor. This is the only surviving Civil War Era warship, and its colorful history includes capturing slave ships off the coast of Africa as the flagship of the U.S. anti-slavery fleet.
- **Locust Point** divides the Inner Harbor from the Patapsco River’s Middle Branch and was Baltimore’s port of entry for immigrant arrivals. Today, this former working-class neighborhood is experiencing economic renewal in residential and commercial development.
- The **Baltimore Ecosystem Study** (BES) is researching metropolitan Baltimore as an ecological system. Researchers from various disciplines—biological, physical, and social sciences—are examining how the city’s ecological and engineered systems work and how the systems change over time. This includes the interplay between the industrialized city and its water-based natural environment.
- Baltimore’s many leading institutions in biology, zoology, and the like have **various educational programming in the biodiversity created by the city’s unique location**. These programs are offered through the Maryland Zoo, National Aquarium, Parks and People Foundation, Living Classrooms Foundation, and Chesapeake Bay Foundation, to name a few.

Natural & Recreational Resources

Although Baltimore is a largely urban environment, a number of important natural and recreational resources can be found within the city and BHA boundaries, identified on [Map Y](#). Beginning with the first city park in 1827, Patterson Park, the city’s natural and recreational resources enjoy a noteworthy history. Most remarkable is the city’s acquisition, beginning in 1860, of seven large family estates that gradually created the base for the current park system; many of these provide open space and include historically significant buildings. Other natural and recreational resources also fill a dual role, providing historic and cultural interest as well as public park functions, such as Fort McHenry, Federal Hill Park, and Patterson Park.

- The **Gwynns Falls and Leakin Park** is one of the largest urban wilderness parks remaining on the East Coast. Within these parks is the **Gwynns Falls Trail** (a designated Chesapeake Bay Gateway). This 14-mile greenway connects 30 neighborhoods, 2,000 acres of parkland, recreational opportunities, and cultural and historical resources.
- When completed, the **Jones Falls Valley Greenway** will follow the Jones Falls stream valley to link the Inner Harbor with Lake Roland in Baltimore County, connecting 20 neighborhoods and Druid Hill Park.
- The 7.5-mile **Baltimore Waterfront Promenade** follows the rim of the northwest branch of the Patapsco River. This serves as a connection between attractions at the Inner Harbor and provides pedestrian links to city neighborhoods and greenways.
- **Druid Hill Park** was a large country estate acquired in 1860 and today contains the Baltimore Zoo, Baltimore Conservancy, and Druid Lake. Listed on the National Register of Historic Places, it was the city’s first municipal park and was developed as part of a nationwide movement to provide large parks for urban dwellers.

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- **Carroll Park's** uses included private estate and recreation area for German immigrants before it became a municipal park. In recognition of its history, an annual German festival is held there.
- **Cylburn Arboretum** is another of the country estates acquired for the city's early park system. A former estate of the Quaker Tyson family (magnates in industrial chromium), the Cylburn Estate includes formal and woodland gardens and trails as well as the family's impressive mansion.
- **The Inner Harbor and the Middle Branch** evidence the pivotal importance of water to the city's vibrancy. The Inner Harbor, which has undergone an exemplary environmental and economic renaissance, is often the first and most obvious place where Baltimore visitors and residents feel a connection to the Chesapeake. The city's Middle Branch region, which still houses industry and is undergoing an environmental and economic renaissance of its own today, provides a glimpse of what the city's natural shoreline was like and creates connections between neighborhoods, the Inner Harbor, and future environmental education opportunities.

Visitor Infrastructure

While NPS guidelines for national heritage areas do not focus on visitor infrastructure as a key factor in designation, Baltimore's ability to serve visitor needs is both a feature in its attractiveness as a destination and a vehicle for leveraging potential NPS investment in the heritage area. Baltimore has an extensive visitor infrastructure in its downtown, the Inner Harbor, and its neighborhood commercial areas. The city attracts about 13 million visitors annually, contributing about \$3 billion to the local economy.⁷ Those visitors find their way around the city using its extensive visitor information systems, enjoying its many visitor-serving businesses. The first point of contact and **information source** for many travelers is through the city's visitors' bureau, BACVA. BACVA has a robust online presence that allows visitors to access a full range of travel information before their visit. In addition, an 8,000 square foot visitor center opened in 2004 on the Inner Harbor and served about 380,000 people in its first year.⁸ The Fells Point Visitor Center, operated by the Society for the Preservation of Federal Hill and Fells Point, also provides traveler information from one of the city's most historically significant neighborhoods. New visitor centers are in development in Federal Hill, Mount Vernon, and in Charles Village at the Johns Hopkins University.

Transportation options among BHA's heritage and cultural tourism offerings are central to travelers' ability to navigate the heritage area easily. There is a vast array of transportation connections available:

- **Thurgood Marshall Baltimore-Washington International Airport** (BWI) provides domestic and international service on most major carriers and is easily accessed from BHA via light rail, Amtrak, taxi/shuttle, and major highways. About 22% of visitors to Baltimore come via air.⁹
- **Pedestrian trails and walkable streets** are a key part of the visitor mobility in the city. Baltimore is a walkable city. Well lit sidewalks invite exploring neighborhoods and districts in the city's core. The recently launched Star-Spangled Trails of Baltimore, including the Heritage Walk, are meant to help visitors explore Baltimore's history with interpretive and wayfinding information. Heritage Walk offers guided walking tours through the Inner Harbor, Little Italy, historic Jonestown and City Center. Some of the attractions included on the tour are the Flag House and Star-Spangled Banner Museum, the Carroll Mansion, the Jewish Museum of Maryland and the Reginald Lewis Museum of Maryland African-American History and Culture.
- The popular **Water Taxi** moves visitors around the Inner Harbor and its environs via small watercraft. The Water Taxi has 17 landings, including Fort McHenry, and is itself a visitor experience.

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- **Intercity train service** is available at Penn Station, Camden Station, and BWI through both Amtrak and the Maryland Area Regional Commuter system.
- Baltimore's **public transit system** includes subway, bus, and light rail, the latter of which serves BWI. There are 14 metro stops and 33 light rail stops, many of which are in central Baltimore and BHA. There is also an extensive city bus system.
- The city is upgrading and expanding its **wayfinding signage system** in downtown, the Inner Harbor, and neighborhoods with key sites and attractions, which will improve the experience for the estimated 74% of leisure visitors who drive.¹⁰

Visitor services include marinas, dining, shopping, and accommodations. BHA's many restaurants range from fast food to notable fine dining. Typical of older cities in the Northeast, shopping is less prevalent within the heritage area than in the greater region. Accommodations also range from modest to luxury. Room supply is tight for a city of Baltimore's size, with over 5,000 rooms downtown and 11,000 more nearby.

Map XY identifies BHA's visitor infrastructure, including locations of visitor centers and clusters of visitor services.

Economic & Market Overview

Baltimore is located in the Northeast Region of the National Park Service which comprises thirteen states. In the Northeast Region are 76 park units, which account for about 51 million visits, and 14 national heritage areas, which bring 23 million annual visitors (some visitors may overlap).¹¹

Within the Northeast Region, Baltimore's key competitive set for visitors includes Washington (40 miles from Baltimore), Philadelphia (100 miles), New York (190 miles), Pittsburgh (245 miles), and Boston (400 miles). With the exception of Pittsburgh, these cities represent destinations which have enjoyed significant National Park Service investment for decades. At the same time, Baltimore's proximity to the major population centers of Washington and Philadelphia, as well as its own sizeable regional population, suggest a large, easily accessible market for heritage tourism centered on the city's unique stories and resources.

City	NPS Investment	Annual Visitation	Visitor Expenditures
Baltimore	1.710 mil	13 million	\$3 billion
Washington, DC	45.528 mil	17.2 million	\$4 billion
Philadelphia	21.821 mil	22.83 million	\$5.3 billion
New York	43.156 mil	39.4 million	\$15.1 billion
Boston	9.358 mil	12.9 million	\$17 billion
Pittsburgh	No Data	No Data	\$3.13 billion

NPS Investment Source: estimated from National Park Service park unit operating budgets

Visitation & Expenditure Source: *The 2006 Travel & Tourism Market Research Handbook* by Richard K. Miller & Associates

BHA benefits from an enthusiastic and capable partner in the Baltimore Area Convention and Visitors Association (BACVA). BACVA produces packaging and marketing materials, conducts market research, and has a hand in product development, such as trails and tours. Recent research tied to a rebranding initiative on the city's visitor market reveals relevant items for the heritage area effort. Total of 20.6 million

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person days in 2004 is down from 22.0 million in 1999 but up from 2002 total of 19.9 million. The repeat visitation rate for overnight leisure visitors trails nearby Washington, DC, but is comparable to New York City, Boston, and Philadelphia. A very high share of visitors comes from within 100 miles. Historic and cultural sites are more common destinations for Baltimore visitors than for visitors to other U.S. destinations. Overall visitor satisfaction ratings are strong and rising. Daytrip leisure days increased 38% while business days fell 10% and overnight leisure days dropped 16%.

Many visitors are already coming to Baltimore and are visiting historic and cultural sites. At the same time, more could be coming for leisure vacations, and there is room for improvement in visitor satisfaction at these sites. The extension of the NPS brand through designation as a National Heritage Area would raise awareness of and appreciation for Baltimore's heritage and cultural resources, spurring additional leisure trips to the city. These additional visits would translate into a considerable economic impact for the public and private sectors in Baltimore.

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Chapter 5 - Vision & Goals

(Step 2)

The vision and goals—developed, revised, and confirmed during the management plan update for the state-designated heritage area—were crafted through a number of steps:

- Careful review of the original MHAA Management Action Plan with BHA to determine continuing relevance of goals
- Joint meetings of the NHA Planning Committee and the BHA Board
- Stakeholder meetings that included a broad array of heritage area partners, and potential collaborators

These discussions led to affirmation and freshening of goals. The board has adopted a vision for the heritage area and five goals, covering interpretation, preservation, development, neighborhoods, and management.

Vision

In 2016, the following will be true: Across the nation, Baltimore is viewed as one of America's premier historic cities; it is increasingly considered a must-see destination for its richness of history and culture. Many more visitors and residents are seeking out and enjoying its harbor and stream valleys, historic neighborhoods, main street commercial districts, trails, tours, museums, sites, exhibits, performances, and other events, raising civic pride and awareness of the city's heritage to an all-time high. Investment in development that complements the city's heritage—adaptive reuse, heritage tourism-serving businesses, and more—are increasingly common. As never before, the city's heritage resources are viewed as essential to its quality of life and economy.

BHA and scores of museums, historic sites, and cultural attractions accomplished this by leveraging the bicentennial of the War of 1812 as a launching point to focus capital investment and create exceptional programming that has brought greater visibility to the city's role in shaping a distinctly American identity. Thus, through the development of new experiences and activities and the improvement of existing offerings, Baltimore's heritage leaders have created measurable economic impact through increased visitation.

Goals

Interpret Baltimore as the unique port city where an American identity was forged and refined.

The Interpretation Goal is tied to the proposed interpretive framework (Chapter 3). Actions to accomplish this goal include creating a detailed interpretive plan, producing communication materials (ex: websites or publications), leveraging the War of 1812 bicentennial to build broad understanding of Baltimore history, focusing attention on under-appreciated, nationally significant stories (ex: African American push for equality and opportunity), and increasing the presence of Baltimore history in public schools.

Strengthen support for the preservation of Baltimore's heritage resources.

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The Preservation Goal addresses the conservation and protection charge inherent in national designation. Actions under this goal include advocacy for heritage tourism development and for stewardship of the city's heritage resources, as well as efforts to strengthen existing historic preservation programs and incentives within the city and state.

Increase the economic benefits of heritage tourism in Baltimore.

The Development Goal recognizes the need for tangible benefit to accrue to those who live and work within heritage area boundaries. Actions to accomplish this include support for heritage tourism businesses and for businesses that fill gaps in the visitor experience now (ex: increasing accommodations in the heritage area through adaptive reuse of historic structures).

Assist neighborhoods to improve their quality of life, become more visitor-ready, and balance tourism and community.

In Baltimore, neighborhoods define the city and the experience of residents and visitors. The Neighborhood Goal acknowledges this importance and recognizes that some of Baltimore's historically significant neighborhoods are more ready for and friendly to visitors than others. Actions to support this goal include fostering connections among heritage area neighborhoods and key attractions through guides, recreation/trail offerings, and more.

Assure a strong, sustainable management organization for the Baltimore Heritage Area.

The Management Goal answers the need for today's public interest organizations to be sustainable and savvy in order to accomplish their missions. To accomplish this, BHA seeks to achieve non-partisanship, diversified funding sources, and increased National Park Service presence in the city.

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Chapter 6 - Application of Interim National Heritage Area Criteria

There are ten criteria provided by the NPS to assess whether a region qualifies for NHA designation. The following is a summary of BHA's capacity to fulfill the expectations of the NPS.

Resource Base

*The area has an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities.*¹² (Step 3) (Step 4)

The area provides outstanding opportunities to conserve natural, cultural, historic, and/ or scenic features. (Step 4)

Those who have experienced Baltimore—whether as a resident, commuter, or visitor—know it to be a place of visibly evident heritage. The city's impressive array of historic structures—over 276 designated districts or landmarks comprising over 48,000 individual properties on the National Register of Historic Places—are spread over the city's downtown, waterfront and many historic neighborhoods. Eighteenth, nineteenth, and early-twentieth century buildings, memorials, and industrial and maritime remnants abound, in part due to the efforts of groups like the Commission on Historical and Architectural Preservation, the Society for the Preservation of Federal Hill and Fells Point, Baltimore Heritage, and Preservation Maryland well before a general public historic preservation ethic had arisen.

An abundance of heritage and cultural museums and sites open to the public complements the weave of historic fabric that gives Baltimore its distinctive character. One hundred and ninety three heritage and cultural resources and attractions were inventoried in the original *Baltimore City Heritage Area Management Action Plan*. Visitors seeking African American heritage can choose from the National Great Blacks in Wax Museum (a powerful museum chronicling the history of great blacks), the Reginald F. Lewis Museum of Maryland African American History and Culture (a brand-new statewide museum focused on Maryland's African American history), a maritime park dedicated to Frederick Douglass and Isaac Myers, and the Pennsylvania Avenue Main Street (a historic corridor that was the center of black cultural life). Those interested in the importance of the Chesapeake to the development of the harbor city can access a working replica clipper ship and Fells Point neighborhood, where copious evidence of the lives of sea captains, shipbuilders, sailors, and other maritime workers still exists.

Despite the mostly urban environment of Baltimore, there are plentiful natural environments, including parkland, greenways, and the harbor, its rivers, and its watersheds. The city's park system was developed in the 1860s and includes two significant greenways: Gwynns Falls Trail and Jones Falls Trail, both designated Chesapeake Bay Gateways. Druid Hill Park, the largest Baltimore park at 745 acres, includes a botanic garden and conservatory as well as natural springs, streams, and lakes that continue to function as the city's drinking water reservoirs. Wetlands adjacent to Fort McHenry, which attract hundreds of bird species, are undergoing extensive restoration to increase the viability of the site for wildlife habitat.

The city's numerous historic districts and sites illustrate BHA's ample opportunity and challenge in preserving significant historic resources. At the same time, numerous waterways, wetlands, parks, and

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trails offer natural and scenic features that will require conservation measures over time to ensure their healthy survival for future Baltimoreans and visitors. For a more detailed discussion of Baltimore's resource base, see Chapter 4 - Baltimore Heritage Area in Context.

Traditions, Beliefs, Customs, & Folk Life

The area reflects traditions, customs, beliefs, and folk life that are a valuable part of the national story.
(Step 3)

The National Park System Advisory Board cited the continuation of traditions as important resources that NHAs should assist, stating "National Heritage Areas reflect the evolution of our nation's thinking about how to best conserve revered and valued landscapes and cultures and make them available for the enjoyment of future generations."¹³ Baltimore has a population of wide-ranging roots that contributes various values and ways of life to the city's diverse culture, some of which are in danger of being lost without the intervention of caring individuals and organizations. The guidance and support available through national designation will assist BHA in preserving important facets of Baltimore's background.

Immigrant Influences - Baltimore was the second-largest immigrant port in the United States for many years, and its culture today is in many ways an amalgam of the those who brought their distinct cultures with them to the new world.

- Polish, German, Welsh and Irish immigrants settled East Baltimore, with its white marble steps and formstone rowhouses, and one East Baltimore Czechoslovakian immigrant started the uniquely Baltimore tradition of screen painting. In 1913, William Octavec, who was a grocer, painted a scene on his window screens to add opacity and shade his vegetables. His neighbors saw their beauty and practicality (both sun protection and privacy), and soon painted screens were popular all over East Baltimore. Today, screen artists are striving to keep a dying art alive as younger people move into neighborhoods that once were inhabited by immigrants.
- Cuisine can be an indicator of both ethnic heritage and the availability of certain ingredients; certainly, Baltimore's culinary traditions are based in its ethnic diversity and its location on the Chesapeake. Bay culture has long had an influence on the city's food, with seafood dominating most of its traditional fare: oyster, crab, and rockfish (striped bass) are ever-present. Baltimore even claims to be the only city that includes crab as an ingredient in vegetable soup. Some neighborhoods still offer traditional dining, too. Little Italy is known regionally for its authentic Italian fare, and Greektown is home to the descendants of Greek immigrants and their bakeries.
- Each summer, Baltimore plays host the popular Showcase of Nations Ethnic Festivals. This is a loose collection of ethnic festivals held around the city that celebrate and showcase traditional dances, delicious foods, unique crafts, and live music for participants.

African American Communities - Baltimore is uniquely well suited to illustrate the nation's black history, for a wealth of complex and fascinating stories is echoed in its contemporary African American populations.

- Baltimore is the last city in America known to have active Arabbers, produce sellers who ply their trade from horse-drawn carts. An effort to preserve this vanishing cultural legacy is growing, with proponents seeking to provide facilities for the Arabbers' horses and equipment in a complex that will also include public access and interpretation.

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- American Ragtime and Jazz is both inherently rooted in our national story and deeply seated in Baltimore. Many jazz greats were born and began their careers in Baltimore, and many more performed on Baltimore's Pennsylvania Avenue in the Royal or Regent Theater during the era of segregation. Eubie Blake, Billie Holiday, Cab Calloway, Ellis Lane Larkins, and Chick Webb are native Baltimoreans, and Duke Ellington, Dizzy Gillespie, and Ella Fitzgerald were regulars on the city's stages. A monument to the Royal Theater now stands on the site, and the Pennsylvania Avenue Redevelopment Collaborative and others are working to rebuild the Royal Theater as a modern center for music in the Upton neighborhood.
- Both Sharp Street Memorial United Methodist Church (Frederick Douglass' former church) and Bethel African Methodist Episcopal Church trace their roots to the founding of the nation's first African-American religious denomination. These institutions are still powerful presences in Baltimore today.

Religious Congregations - Maryland was formed by the Second Lord Baltimore as a place of "absolute freedom of religious worship in any Christian form."¹⁴ This freedom of religion was never more apparent than it was in Baltimore, a growing urban melting pot where Methodists, Quakers, Catholics, and others were drawn to settle, build churches, and grow congregations. It has been tested throughout the decades by rampant anti-Catholic sentiment, anti-German sentiment during World Wars I and II, and the periodic rise of anti-Semitism, yet Baltimore has remained a place associated with religious freedom and the expansion of religion and religious education. Many remnants of the city's early religious groundbreaking are well-preserved and open to visitors. Benjamin H. Latrobe's early 1800s Basilica of the Assumption was the first Roman Catholic Cathedral in the country and still serves its original function on Cathedral Street in the Cathedral Hill Historic District. Lovely Lane Church in Baltimore is the mother church of American Methodism, and is housed in a landmark structure designed by Stanford White. There were two major influxes of Jewish immigrants to Baltimore. The Jewish Museum of Maryland includes the historic Lloyd Street Synagogue (1845) and B'nai Israel Synagogue (1876) and is located in the heart of a historic Jewish neighborhood. These religious groups are still active in the city today.

Educational Strivings - A powerful facet of American identity is education, and Baltimore's history set the standard for today's educational climate. Frederick Douglass learned to read in Baltimore as a slave and credited his time there as the foundation for his later accomplishments. Thurgood Marshall spent his childhood in Baltimore, receiving a public school education there. His contributions as a Supreme Court Justice to desegregation in America are well known but not widely interpreted, and the existence of his former public school (PS 103) and home in the Upton neighborhood offers significant opportunities to inform Americans about his life. The 1828 St. Francis Academy was the nation's first Catholic School for black children. The first order of black nuns anywhere was formed in Baltimore as the Oblate Sisters of Providence.

Today, the educational tradition is still strong, for these important African American institutions remain. Several world-class educational institutions are housed in the city. Johns Hopkins University was formed in Baltimore in 1876 as the first research university in America and a model that has been followed over the decades by other major universities. Johns Hopkins today continues to be a leader in research and scholarship, especially in the sciences. The George Peabody Library, founded in 1857 as part of the Peabody Institute and dedicated to the citizens of Baltimore, continues to be open to the public as a non-circulating collection.

Sports – Sports are an inherent part of Baltimore's culture and have been throughout its history. Most notably, perhaps, is a long tradition of horse racing, with the Pimlico Race Course hosting its first event in 1870 and hosting every Preakness race since 1909. The Preakness, so named for its first winning horse, is part of the "Triple Crown" of racing, and draws well over 100,000 visitors annually.

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Similarly, Baltimore's baseball history began just after the Civil War, when the city fielded several amateur teams. Baltimore was an early and active participant in the Negro Leagues, formed at a time when segregation prevented black players from playing on national white teams. A recent traveling exhibit by the Negro Leagues Museum entitled "Times of Greatness" was opened at Camden Yards as the final stop in its tour. When the National Association was born—the country's first professional league—Baltimore was a key partner in the effort. Today, the city's Orioles are as beloved as ever, and Camden Yards ballpark has served as a model for other new stadium projects; built in 1992, it evokes early 20th century ballpark architecture and includes adaptive reuse of historic railroad center buildings, a central city location, striking downtown views, and even real grass turf.

City Life – City culture, hard-to-define but attractive to Americans, is evidenced in the gritty, vibrant, sophisticated impression Baltimore creates. The city would add to the NPS Northeast Region a quintessential American city experience—the layout of its industrial, commercial, and residential areas and its architecture mirror the best of many of the nation's cities. Baltimore's leadership in city-building, with early park systems, a rediscovered waterfront, and a residential revival that has accelerated recently, has created balance of 20th century city forms and remnants of an 18th and 19th century city, manageable size, and a balance of commerce, cultural offerings, good food, and attractive, diverse neighborhoods.

Recreation & Education

The area provides outstanding recreational and educational opportunities. (Step 4)

The city contains an integrated park system that is made up of early parks like Patterson Park and those acquired after 1860 as part of a strategy to expand the city's parks. The Gwynns Falls and Leakin Park is one of the East Coast's largest urban wilderness parks and include a 14-mile greenway. The Jones Falls Valley Greenway is under development and will eventually offer visitors and residents the opportunity to connect between the Inner Harbor and Baltimore County via 20 neighborhoods and Druid Hill Park. Arguably the most popular recreational resources in Baltimore are the harbor itself, the Baltimore Waterfront Promenade, which connects a number of the harbor's seven marinas and follows the Patapsco River around the Harbor, and Fort McHenry National Monument and Historic Shrine, which receives many visitors for recreation purposes on its appealing historic waterfront grounds each year.

The Baltimore Public School System oversees the operation of 184 educational facilities with a total of about 100,000 students. BHA is a partner to the school system on curriculum development and teacher training, and increased programming is desired by both organizations, using Teaching American History and other funding. Developing updated curriculum that reflect the new interpretive framework, continuing and expanding teacher training, and seeking ways to provide greater access to heritage and cultural sites are all opportunities for the heritage area. There are also numerous high quality charter and private preparatory schools in the city.

Opportunities abound for educational partnerships with Baltimore's higher education institutions. Several colleges and universities—Johns Hopkins, University of Maryland, University of Baltimore, Loyola, and the Maryland Institute College of Art, for example—are within the metro area. In addition, many higher education programs have opportunities to interact with the heritage area—for instance, Goucher College uses the city's many historic buildings as a living laboratory for its historic preservation programs, which include a limited residency master's program. University of Maryland, Baltimore County is an honors university and offers programs in American Studies and history.

Many of the city's cultural institutions also offer educational programming for children and adults. The Walters Art Museum offers tours, festivals, video programming, and hands-on interaction, some of which

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takes place in the museum's Family Art Center. The Baltimore Museum of Art also offers a selection of school tours focused on fulfilling teacher requirements for visual arts.

Integrity & Interpretation

Resources that are important to the identified theme or themes of the area retain a degree of integrity capable of supporting interpretation.

The interpretive framework (Chapter 3) identifies the emergence of an American identity as the overarching theme plus four themes and several subthemes that frame the important national heritage and culture of Baltimore. Chapter 4 – Baltimore Heritage Area in Context discusses the many resources of the heritage area and their relevant themes. As evidenced by the copious National Register historic districts in Baltimore, more than 8,000 structures protected by local historic designation, and more than 150 structures protected by perpetual preservation easements, the heritage area's historic sites and structures often evidence high integrity.

Opportunities for preservation and interpretation range across a spectrum. Adaptive reuse has become a common approach to converting former commercial and industrial buildings into residential and office space. In other cases, such as the Hippodrome Theater downtown and numerous historic row houses, excellent rehabilitation is enabling historic structures to continue in their intended role for contemporary populations. At the same time, many important historic resources that retain a high degree of integrity are in need of rehabilitation; PS 103, Thurgood Marshall's first public school, for example, is an essential resource that presents a key opportunity for rehabilitation and interpretation. The city's Commission for Historical and Architectural Preservation has a continuing role to play in regulating changes to locally designation sites and in promoting the preservation of others, in collaboration with historic preservation advocacy groups and BHA.

Support for the Heritage Area

Residents, business interests, non-profit organizations, and governments within the proposed area that are involved in the planning, have developed a conceptual financial plan that outlines the roles for all participants including the federal government, and have demonstrated support for designation of the area.
(Step 2)

BHA is a model of public support, for the *Feasibility Study* and the existing heritage area's activities enjoy the ownership of many partners. This is evidenced in part by the funding for the study, largely from local sources with a small percentage provided by an NPS grant. Creation of the state-designated heritage area required more than five years of collaboration with organizations such as the Living Classrooms Foundation, Mount Vernon Cultural District, Charles Street Renaissance Corporation, Pennsylvania Avenue Redevelopment Collaborative, Baltimore African American Tourism Council, Downtown Partnership of Baltimore, and Baltimore Development Corporation, among others. The city government's support is evident in the placement of the management entity within the mayor's office. Fort McHenry has been a partner of BHA from its early days and is supportive of its efforts toward national designation. In addition, the NHA feasibility process has added NPS partners in the Northeast Region through communications efforts, familiarization tours, and representation on the Planning Committee.

BHA's five years of operations indicate the organization's capacity to garner funds and make grants to heritage area partners. Maryland Heritage Areas Authority has heretofore provided up to \$100,000 in annual matching grants for operating support to BHA; because the heritage area will be in year 6 in 2007,

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that amount will reduce to \$50,000. Recent grant awards illustrate the enthusiasm that local and regional organizations have for heritage area projects:

- Maryland State Highway Administration / US Department of Transportation's Scenic Byways Program, \$105,000 for the Charles Street byway.
- Maryland Heritage Areas Authority, total of \$345,000 in FY '07 to projects in the BHA
- Chesapeake Bay Gateways Network, \$110,000 for new interpretive signage for the Waterfront Promenade and new signage for 16 water taxi landings

Commitment to Partnership

The proposed management entity and units of government supporting the designation are willing to commit to working in partnership to develop the heritage area. (Step 7)

The BHA management entity has been successfully implementing a state heritage area since 2001 with the support and collaboration of key partner organizations in Baltimore. BHA, housed in the Mayor's Office, has led the effort to secure NHA designation. The city's support for NHA designation and the resulting efforts is guaranteed. Likewise, numerous partners are well represented on the BHA Board and Planning Committee and are enthusiastic about Baltimore's potential as an NHA. Joint meetings with the Planning Committee, the BHA Board, and various stakeholders were focused on vision, goals, and strategies as well as each organization's role in the collaboration, so planning for partnership has been an integral part of the process. Baltimore's new Comprehensive Plan calls for all City agencies to cooperate in efforts to pursue NHA designation.

Economic Activity

The proposal is consistent with continued economic activity in the area. (Step 4)

Baltimore is a major urban center, the 16th largest city in the United States, and is capable of supporting extensive tourism and related activities. More visitors are desirable for BHA, for the area is undergoing a rejuvenation today—population is stabilizing and even increasing in some close-in neighborhoods and downtown, and more and more new development is being attracted to the waterfront. At the same time, Baltimore's NPS site, Fort McHenry, is undergoing its own rejuvenation; the site has plans for a new, bigger, and re-sited visitor center that can accommodate the projected 750,000 visitors expected for the upcoming bicentennial. Recognition as an NHA could provide significant help in these and other revitalization efforts within BHA, helping to generate increased visitation and economic benefit to Baltimoreans.

Supported Boundaries

A conceptual boundary map is supported by the public. (Step 2) (Step 8)

Boundaries for the BHA heritage area were established in 2001 and accepted by the Maryland Heritage Areas Authority, a process that required extensive public support. Since then, local and regional organizations have evidenced strong and growing respect for the heritage area and interest in its success.

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In addition, the *Feasibility Study* recognizes a change to the original state heritage area boundaries to include Middle Branch and Cylburn Arboretum. Middle Branch includes the last portion of natural / landscape waterfront on the Baltimore Harbor at Mason's Cove, several parks, public boat access, and the Gwynns Falls Trail. It will soon house a Maryland environmental information center, and the National Aquarium is likely to locate its planned environmental education center in Middle Branch as well. Mount Auburn Cemetery near the Cherry Hill neighborhood is the final resting place of several important African Americans. Cylburn Arboretum was once the summer estate of a major Baltimore businessman, Jesse Tyson, and the family's mansion is still on the property. It is comprised of over 200 acres just north of Druid Hill Park, offering an extension of the significant green space included in the heritage area.

Management Entity

The management entity proposed to plan and implement the project is described. (Step 5) (Step 7)

The existing management structure for the state-designated Baltimore Heritage Area is proposed as the management approach for the national heritage area. This organization has a proven record in heritage and cultural tourism and preservation / conservation partnerships. Furthermore, it has proven support from the city and critical partner organizations, including the Baltimore Area Convention and Visitors Association, history museums and historic sites, cultural sites, fine arts museums and venues, educational organizations, and more.

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Chapter 7 - Management Alternatives & Impact Assessment

(Step 5) (Step 6) (Step 7)

This chapter describes the available management alternatives and analyzes potential impacts of each alternative (environmental assessment). It also outlines the rationale for the proposed boundary.

Management Alternative One: Continuation of State Heritage Area

This alternative assumes no national designation and the continuation of the BHA under the Maryland Heritage Areas Authority and the management entity's home within the mayor's office. Under the state heritage area, there would be sufficient resources to maintain and possibly expand the heritage area's initiatives in interpretation, preservation, development, neighborhoods and management. However, this alternative promises lost opportunities as a result of minimal federal involvement beyond the boundaries of Fort McHenry. It is not anticipated that any resources now owned and operated by public interest organizations would be removed from public access, although without additional resources in technical assistance, funding, and the like, the future is less certain for smaller, struggling sites in need of freshening and enhanced programming.

The state heritage area has accomplished the majority of priorities included in its original management plan and has completed an update to that plan. As evidenced by its accomplishments, the organization and its partners are well-organized and receive strong support from each other, the city, the public, and Baltimore's philanthropic and business communities. Thus, funding for preservation, conservation, and interpretation within the heritage area would continue to be provided by private foundations, nonprofit organizations, state/local government, and corporations or other for-profit supporters. Operating funding will continue from the Maryland Heritage Areas Authority for at least ten years from designation (through 2011) although operating support halves from \$100,000 to \$50,000 annually after 5 years as a designated heritage area.

The BHA and its partners would not have access to the expertise and assistance of the NPS, including technical assistance and operational or programmatic funding. The city's NPS unit, Fort McHenry National Monument and Shrine, would continue to operate as a contained unit without legislation enabling stronger partnership with BHA or greater activity outside the fort's walls. Federal funding and program support would be potentially available, dependent upon appropriation, on a competitive basis, through the Chesapeake Bay Gateways Network, Save America's Treasures, Challenge Cost Share Program, etc.

This alternative presents disadvantages. In particular, the national heritage stories of the city would continue to be under recognized, promoted and interpreted if the heritage area does not acquire the assistance and recognition that accompanies an NPS designation. Lost also would be the opportunity to greatly leverage NPS investment through the National Heritage Areas Program, for the Baltimore community has proven to be highly dedicated in its current state heritage area and promises to be an excellent partner for NPS. Increased visitation is likely regardless of national designation status, for the BHA is involved in the marketing and programming effort leading up to the bicentennial of the War of 1812, but NHA designation promises to bring more recognition, validation of the national cultural heritage experience in Baltimore, and greater visitation and economic growth.

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Management Alternative Two: National Heritage Area Designation

A Baltimore NHA will require Congressional designation of Baltimore Heritage Area, with authorization for an expanded National Park Service role typically lasting 10 years. This alternative assumes the state heritage area designation continues, and the management organization would also be the management organization for the national heritage area. The existing Maryland state heritage area already serves as convener, coordinator, communicator, motivator, and funding conduit. NHA designation would help this organization expand its operations to a larger, national audience and would make Baltimore's national heritage stories and resources part of the National Park Service Northeast Region.

NHA designation conveys distinction and authorizes two types of NPS aid: technical assistance to the management entity and partner organizations and support for interpretation and other heritage area programs. The recognition that comes with NHA designation would elevate the status of Baltimore's national heritage stories, identifying it as a place to experience national history for both residents and visitors. With an umbrella NHA, the many heritage, cultural, and natural resource organizations in BHA would be eligible for NPS technical assistance and grants. These can provide support for historic preservation, resource conservation, interpretation, education, planning, open space / recreation development, and more.

BHA would be authorized to enter into agreements with the federal government and would continue to build and manage partnerships with the nonprofit, public, and private entities responsible for the heritage area's resources and tourism operations. BHA would also be the receiving and redistributing organization for federal funding and would thereby be responsible for raising the 50% match required for NHA federal grants. BHA would also remain eligible to compete for currently available NPS funds, such as Chesapeake Bay Gateways Network, Save America's Treasures, etc.

The existing management entity has proven success and a well-established network of partners. BHA would be responsible for preparing a management plan for the NHA, for which the Maryland state heritage area Management Action Plan Update can serve as a basis. After the conclusion of federal funding, BHA would continue to partner, raise and distribute funds, and otherwise work to implement the goals of the heritage area.

BHA would utilize NPS resources and other public and private funders and partners to elevate Baltimore's history and heritage and cultural resources for residents and visitors. Projects to this end could include:

- Development of heritage area publications based on the interpretive framework that link the area's heritage with its visitor resources
- A robust web presence that includes historical and cultural narratives
- Interpretive training for partner organizations
- Preservation and conservation of heritage area resources
- Development of recreation opportunities through waterways, parks and trails
- Conservation of natural resources, such as wetlands and scenic/wildlife habitat

This alternative offers advantages for both BHA and NPS. BHA will benefit from the recognition, validation, expertise, support, and reputation of the National Heritage Areas Program. At the same time,

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the NPS will receive extensive leverage for its investment in BHA by embracing an established, high-performing heritage area whose history and resources enrich the offerings of the current list of national heritage areas.

Management Alternative Three: New Baltimore National Park Service Units

Fort McHenry National Monument and Historic Shrine is the only NPS unit in Baltimore, yet other War of 1812 associated resources in the city are of national significance and may warrant inclusion in the park unit. The Thurgood Marshall House (currently in private ownership), the public elementary school he attended, PS 103, and other associated resources may warrant inclusion in the NPS as a National Park Unit. Models for this approach exist in Boston, Philadelphia, Atlanta and other cities where there are NPS units, and New York City, where a consortium serves that purpose. A full scale Special Resource Study led by the National Park Service would be the first step to exploring this alternative.

Benefits to the alternative include the assured preservation and interpretation of some of Baltimore's most important historic resources and an expanded NPS presence in the city. At the same time, many of Baltimore's resources have been identified as relevant to the city's national story, and it would be challenging to include them all in NPS units.

Alternative Boundary Delineation

The heritage area boundary was formally established in 2001 and enjoys public recognition and support by stakeholders. Therefore, the boundaries recommended by the *Feasibility Study* are mostly an already accepted entity for Baltimoreans and partner organizations. The addition of Middle Branch and Cylburn Arboretum received support during the planning process and is endorsed by city leadership in the Department of Planning and the Mayor's Office.

Impact Assessment

This is not required of a feasibility study by an NGO. If desired, the level of detail in a chart would be sufficient.

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Feasibility Study Recommendation

It is the finding of the *Feasibility Study* planning team and its advisors that Baltimore is eligible for national heritage area designation based on the extensive presence of nationally significant heritage and associated historical and cultural resources and the strong public support BHA has engendered. A new park unit, while offering some benefits, is not likely given current constraints on National Park Service budgets and staffing. Furthermore, designating Baltimore as a national heritage area offers benefit to the NPS. The city's unique and significant resources will complement those already in NPS park units or heritage areas elsewhere, and the energetic, active support from heritage area partners promises to create significant return for the organization's investment.

The recommendation of the *Feasibility Study* is rooted in the outcomes of the Four Critical Steps to national heritage area designation outlined by the National Park Service. The four steps are completed, as described below, and conclusions indicate a favorable response to a proposed Baltimore National Heritage Area.

Critical Steps

1: Completion of the *Feasibility Study*. BHA and its partners initiated the feasibility study process to explore deeper NPS collaboration. A two-day visit by NPS leaders in November 2003 showcased the city's resource base and national heritage stories and following this tour, NPS response to Baltimore's national importance was affirmative. A March 2004 letter to the city from the Regional Director of the Northeast Region described a supportive atmosphere for partnership opportunities in Baltimore and described several potentially applicable programs, and in September that year, the National Coordinator for Heritage Areas attended a BHA board meeting. Following these interchanges with the NPS, BHA began to pursue NPS programmatic opportunities and to seek local funding for a national heritage area feasibility study. Funding was acquired, and the *Feasibility Study* began in December 2005 and was completed by December 2006.

2: Public involvement in the study. Public involvement for the BHA *Feasibility Study* focused on "grass tops" outreach supplemented by opportunities for grassroots input. This approach began with the development of the study's scope of work, which included significant advisement from NPS regarding at what level and in what way the public should be included. Chapter 2 of the *Feasibility Study* describes the approach taken by the planning team and BHA Planning Committee.

3: Demonstration of widespread support. The *Feasibility Study* process was funded almost entirely through local dollars, evidencing a higher and broader level of support and enthusiasm for national designation than commonly seen in national heritage area initiatives. Funders for the *Feasibility Study* include:

- The Abell Foundation: \$75,000
- France-Merrick Foundations: \$10,000
- William G. Baker, Jr. Memorial Fund: \$10,000
- National Park Service Civic Engagement Grant: \$8,000

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The widespread backing enjoyed by BHA is due in part to its long-standing designation as a Maryland state heritage area and the planning and outreach processes associated with that designation. In addition, five years of successful operation have illustrated the heritage area's worth to residents and partner organizations through grant making, program development, collaboration for heritage tourism marketing and product development, and more. The location of the heritage area's management entity in the Office of the Mayor also ensures strong sponsorship from the city.

4: Commitments from key constituents. The BHA has developed a strong cadre of partnering and supporting organizations through its work as a Maryland state heritage area, providing many of the commitments needed for successful NHA implementation. Relationships that required building or expanding received attention through the *Feasibility Study* planning process, including increased communication with the National Park Service's National Heritage Areas Program and the Northeast Regional Office, among others.

Conclusion

The American Revolution was born in Philadelphia, which has a significant National Park Service presence today, but the second American Revolution was born and settled in Baltimore. Baltimore was the center of the U.S. at that time, and the very idea of an American identity and its facets were refined here in the decades following the War of 1812. The War of 1812 provided the definitive answer as to whether the United States would be sovereign and thus began a quiet cultural revolution of sorts by defining what the flag and the nation meant to Americans. Today, Baltimore has abundant historical and cultural resources that evidence why the Battle of Baltimore occurred and what the subsequent defining and redefining of American identity meant to the nation. Baltimore also possesses abundant resources that evidence its subsequent contributions to American identity—from the ceaseless pursuit of freedom, equality, and opportunity, to the creation of a cultural landscape unique among world port cities. This study opens a critical opportunity for the National Park Service to complement its existing offerings and to preserve and enhance a unique national heritage stories.

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Appendix A – Maryland Heritage Areas Authority Criteria

To become a Recognized Heritage Area, the following criteria must be met:¹⁵

- The proposed heritage area must be approved by all local jurisdictions that would be affected.
- The geographic boundaries must be specified.
- An entity must be identified as responsible for coordinating the development of a management plan.
- The cultural, historic, and natural resources contributing to the special character of the heritage area must be described.
- Goals and objectives for the area must be specified.
- Strategies for encouraging and accommodating visitors and compatible economic development must be described.
- Public assistance *must* be expected to produce new private investment, jobs, and tourist revenues.
- The economic costs and benefits of the development of the area must be identified.
- The local jurisdictions must describe how they intend to preserve and protect the cultural, historic, and natural resources within the heritage area.

Once a heritage area is formally recognized by the Authority, it becomes eligible for matching State grant funds to prepare a detailed management plan. Heritage Area Management Plan Grant applications may be submitted by local jurisdictions, nonprofit organizations, or business entities. If the applicant is a local jurisdiction, it must submit the application together with all other local jurisdictions within the RHA area that will benefit from the grant. If the applicant is a nonprofit organization or business entity, it must be authorized to submit an application by all local jurisdictions within the RHA that will benefit from the grant.

Heritage area management plans must set forth the strategies, projects, programs, actions, and partnerships that will be necessary for an area to achieve its goals. The purpose of the management plan is threefold:

- To provide a strategic action blueprint for coordinating the many collaborative efforts required to develop a successful heritage area
- To enable the key stakeholders to reach consensus on the roles each will play in implementation of the management plan
- To determine the optimum investment of public resources necessary to trigger the significant private investment commitments of dollars, energy, and programmatic support that will make the heritage area sustainable over time

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Appendix B- Designated Historic Districts and Sites

- | | | |
|--|---|---|
| 1. Arcadia/Beverly Hills* | 26. Guilford* | Heights, Upton,
Sandtown-Winchester) |
| 2. Auchentoroly Terrace | 27. Hampden* | 49. Original Northwood* |
| 3. Baltimore East/South
Clifton Park* | 28. Hochild Kohn Belvedere
& Hess Shoes* | 50. Otterbein |
| 4. Bancroft Park | 29. Homeland* | 51. Patterson
Park/Highlandtown* |
| 5. Barclay/Greenmount | 30. Hunting Ridge | 52. Perlman Place |
| 6. Barre Circle* | 31. Jonestown | 53. Radnor-Winston* |
| 7. Bolton Hill** | 32. Lake Evesham* | 54. Railroad |
| 8. Brick Hill* | 33. Lauraville* | 55. Reservoir Hill * |
| 9. Business & Government
Center* | 34. Little Montgomery Street* | 56. Ridgely's Delight** |
| 10. Butcher's Hill** | 35. Loft** | 57. Roland Park* |
| 11. Canton* | 36. Madison Park | 58. Saint Paul Street* |
| 12. Cathedral Hill* | 37. Market Center* | 59. Seton Hill** |
| 13. Cedarcroft* | 38. Mayfield* | 60. South Central Avenue* |
| 14. Charles Village/Abell* | 39. Mill Hill- Deck of Cards
(Wilkins Ave) | 61. Stirling Street |
| 15. Dickeyville** | 40. Montebello State
Hospital* | 62. Stone Hill* |
| 16. Druid Hill Park* | 41. Mount Royal Terrace | 63. Ten Hills |
| 17. Dundalk* | 42. Mount Vernon** | 64. Tuscanny- Canterbury* |
| 18. Ednor Gardens* | 43. Mount Washington | 65. Union Square** |
| 19. Eutaw Place/Madison
Park | 44. North Central* | 66. Upton's Marble Hill |
| 20. Federal Hill* | 45. Oakenshawe* | 67. Washington Hill |
| 21. Federal Hill South* | 46. Old Goucher* | 68. Waverly |
| 22. Fells Point* | 47. Oldtown | 69. Windsor Hills* |
| 23. Franklin Square* | 48. Old West Baltimore
(Harlem Park/Lafayette
Square, Druid | 70. Woodberry* |
| 24. Franklinton** | | 71. Better Waverly |
| 25. Gay Street* | | |

KEY

* National Register Only

** Both Designations or parts of both

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Appendix C - Heritage & Cultural Attractions

To be inserted into final after formatting corrections.

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Appendix D: Credits

This *Feasibility Study* would not have been possible without the involvement of many people, and we thank all who made the planning process possible. We especially thank our funding organizations for their generous support.

Funding Organizations

- The Abell Foundation
- France-Merrick Foundations
- William G. Baker, Jr. Memorial Fund
- National Park Service Civic Engagement Grant

Baltimore City Heritage Area Board of Directors

Clarence Bishop, Chief of Staff, Office of the Mayor

Stephanie Rawlings Blake, Vice President, Baltimore City Council

James Piper Bond, President, Living Classrooms Foundation

M.J. Brodie, President, Baltimore Development Corporation

Connie Brown, Director, Department of Recreation and Parks

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Photo & Graphics

Photo and graphics credits will be added after graphics are inserted.

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⁴ National Park Service. "Chesapeake Bay Gateways Network." <http://www.nps.gov/cbpo/>. Accessed August 2006.

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¹² National Park Service. "Critical Steps and Criteria for becoming a National Heritage Area." <http://www.cr.nps.gov/heritageareas/REP/criteria.pdf>. Accessed August 2006.

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